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ABSTRACT

In order to provide the citizens of Alabama with the best possible library service for a given level of funding, this study recommends a model for the organization and funding of multi-type library cooperation in the state, based on a review of past developments and current conditions, together with proposed changes in state library legislation and regulations. Information was gathered from group meetings of librarians representing different types of libraries, as well as from extensive travel throughout the state by the on-site project director, who discussed library development with library staffs. Included in this study are a review of the significant background characteristics of library affairs in the state (physical, cultural, economic, and governmental), and discussions of the conditions, needs, and services of the four types of libraries under investigation (academic, public, school, and special). The concept of cooperative organization is examined for each group. The final sections deal with various legal and regulatory considerations that such a proposal entails. Maps and data tables are used throughout the study, and excerpts from the Code of Alabama (1975), as it applies to each type of library, are appended. A selective bibliography of books and documents used in the study is also included. (JD)

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A STUDY OF ORGANIZATION AND GOVERNANCE OF ALABAMA STATE LIBRARY SYSTEMS

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I. OBJECTIVES AND METHODOLOGY OF THE STUDY

Summary

> The major purpose of this study is to recommend to the Alabama Public Library Service and through it to the library community of Alabama a model for organization and funding of multi-type library cooperation in Alabama based on a review of past developments and current conditions, together with proposed changes in state library legislation and related regulations.

The principal objective of this study is to propose a feasible way for the citizens of Alabama to obtain the best possible library service for a given level of funding by means of voluntary cooperation of all libraries within the State. It has been postulated that obtaining the desired degree of service through the activities of relatively isolated libraries, if possible at all, would be extremely costly. The study is based on the premise that the library resources of the State, when viewed as a whole, are considerable and growing, but are not matched by a correspondingly effective means to put them readily at the disposal of the public. Therefore, it has been suggested that desirable further library development might be achieved by adequate cooperative means to bring it about, both in planning and implementation. The progress in inter-library cooperation to date, achieved through the noteworthy effort of many librarians and public officials, is not overlooked in the concept of this study, but rather the situation is viewed in terms of expanded opportunities which have opened for such cooperation.

An important element in the conception of this study is the potential of cooperation among all types of libraries (academic, public, school, and special). The directive to the consultants includes exploration of the means for achieving useful cooperation among all libraries, thereby departing from the traditional tendency for libraries to be grouped somewhat exclusively on the basis of sponsorship and specialized clientele.

Scope of the Study

The following salient points represent the major elements of work in carrying out the study.

1. Analyze present library organization, programs, procedures, and interlibrary cooperation.
2. Examine alternative structures, programs, and funding, particularly as related to interlibrary cooperation.
3. Examine the role of the State of Alabama in development of interlibrary cooperation and the rationale for financial support of the State.
4. Recommend measures for strengthening library service to inadequately served areas, improving programs of service, providing for multi-type library cooperation, and increasing financial support.
5. Propose suitable legislation for carrying out an enhanced program of interlibrary cooperation together with administrative rules pertaining thereto.

In essence, the major purpose of the study is to propose a model library system, encompassing all types of libraries, for meeting the needs of the population of Alabama. In carrying out this objective many facets of library operations have been examined and numerous related purposes have been served in the process. These will become evident to the reader in the subsequent pages.

Organization of the Study

The study was originated by the Alabama Public Library Service through its Executive Board, appointed by the Governor, and Director Anthony W. Miele and his staff, together with the participation of the library community of Alabama represented by the Advisory Council of the Library Services and Construction Act, and a System Study Advisory Committee appointed specifically for that purpose.

Public Administration Service, a not-for-profit management consulting organization serving the public sector since 1933, was retained to carry out the study with extensive collaboration of the library community. Meetings of study staff with librarians met in Montgomery and Birmingham with Dr. Peggy Sullivan, special consultant. Academic librarians and others met in Decatur, Birmingham, and Montgomery with Dr. Edward G. Holley. Public librarians met with Mr. Lester L. Stoffel in Huntsville, Montgomery, and Birmingham; and with Mr. Robert H. Rohlf in Mobile, Montgomery, and Birmingham. Special librarians assembled in Birmingham and Montgomery with Mrs. Patricia Coatsworth. The on-site project director, Dr. John O. Hall, also attended these meetings. In addition to the group meetings Dr. Hall also traveled extensively throughout the State visiting individually approximately 45 libraries of all types and discussing library development with the staff. Dr. Holley, Mr. Stoffel, and Mrs. Coatsworth read and commented on selected chapters of the report in draft, including proposed system organizational arrangements.

The director and staff of the Alabama Public Library Service provided considerable documentation, as well as responding to numerous special questions related to both historical development and current operations of libraries. The staff of the Library Media Unit of the State Department of Education was helpful in providing data and interpreting the progress of school libraries, and the Alabama Commission on Higher Education responded fully to needs for information on university and college libraries. The study profited greatly from the cooperation of scores of librarians from all over the State, who displayed great enthusiasm for the bright prospects of realizing significant new advances in library service and surprisingly few misgivings about the effects of pending change. The members of the System Development Committee heard the major features of the cooperative plan emerging from the study and were receptive to the general approach being taken.

Public Administration Service is most grateful to all who have contributed to this study.

II. ALABAMA LIBRARIES IN A CHANGING ENVIRONMENT

Summary

The dispersion of library sponsorship has obscured the fact that libraries are now big business in Alabama and an important areas for public policy analysis. The State's libraries tend to operate in isolated fashion in an environment pressing for closer relationships to achieve better service. Rather than centralizing administrative means under conditions of retained autonomy, full participation in governance, responsible state leadership and funding, and multi-type library involvement as a practical plan for reaching new and ambitious goals of library development.

Alabama libraries have achieved greatly in this century. Now, however, they face new conditions while confined by old forms. In a rapidly changing environment how can the libraries of the State create new organizational forms and introduce new methods to meet current and future needs?

Information on the total library resources of the State of Alabama in number of libraries, library materials, staff, and physical plant has seldom, if ever, been assembled, and certainly is generally unknown to the public and library community alike. Taken as a whole the resources are impressive. Great progress is evident. However, a changing environment is straining current library organization and methods and exerting strong pressures for adaptation to new circumstances and for exploitation of new opportunities. Interlibrary cooperation has been suggested as offering the most workable and acceptable new form. If carefully designed and intelligently utilized, the achievements of today would truly become mere prologue for the greater performance of future years.

The libraries of the State of Alabama, like those of other states, face changed conditions under which they must operate. Currently the reaction of the libraries is trailing substantially behind these changes. Some of the changes are growth in population, a dramatic increase in school and college attendance, new levels of book publication, proliferation of periodicals and newer forms of media, greater demands in science and technology, demands for faster response to needs, more sophisticated user needs beyond the years of formal education, and promising new methods for delivery of library service.

However, each library still plans, in isolated fashion, to serve its own primary clientele in a posture of attempted self-sufficiency, whether it be for school or college students, a city or county population, or a particular technical, scientific, or industrial group. This means that in Alabama about 461 largely unrelated libraries are operating as if unaffected by external conditions.

In arriving at this number of libraries in the State, an arbitrary cut-off of 100 was selected for special libraries, that being the maximum estimated to be of such size that they might be surveyed for possible inclusion in interlibrary cooperative arrangements. Also, private school libraries were not included for lack of sufficient data. This gave an arbitrary total of 461, which coresponds to the number of sponsoring agencies. Counting branches, departmental libraries, individual schools, and bookmobiles, the number of library "outlets" total 1,758.

	Number	Including Branches or Departmental Libraries
Academic libraries	54	75
Public libraries	180	283[a/]
School libraries	127	1,300 (est.)
Special libraries	100	100
Total	461	1,758

[a/] Including 42 bookmobiles.

An overall look at the resources and financial implications of these libraries gives a measure of their recent growth and current standing. In striving to serve the various sponsoring institutions, the libraries of Alabama have amassed an estimated 20,200,000 volumes.

	Volumes	Value at $17 Each
Academic libraries	6,100,000	$103,700,000
Public libraries	5,100,000	86,700,000
School libraries	8,200,000	139,400,000
Special libraries	800,000	13,600,000
Total Volumes	20,200,000	$343,400,000

The cost of these volumes depends on definition, ranging from the amount of the invoice of the publisher to the cost after processing. Even at the conservative retail cost figure of about $17 per volume recently used by the publishing trade, the value of the total collection comes to over a third of a billion dollars. Other methods of calculation could take the cost to about a billion.

Annual book acquisitions are approximately 1,050,000 or about 5.2 percent of the total collection, and have a value (at $17 each) of $17,850,000. Interestingly, this number of volumes equals an average of about 35 for each of the approximately 30,000 titles published in the United States (although actually perhaps five percent of those acquired are imported).

Yet it is known that the total number of titles acquired in Alabama does not fill user requirements. Although a mere one percent of the annual acquisition cost, or $178,500, could acquire another 10,000 unique titles (perhaps a 30 percent increase), no one has actually calculated the number of titles which should be available in Alabama or which titles they should be. Furthermore, no plan or cooperative machinery exists to find out. The same lack of direction exists on an interstate basis so that the search for a desired title is often randomly done. Clearly the State of Alabama would be justified to organize better to meet its needs. It has the capability of encouraging greater expectations of service among library users and of adequately responding to a larger proportion of their requests than presently. The small number of interlibrary loans recorded in Alabama underscores the inadequacy of present procedures, which is not necessarily limited to this one service.

The growing importance of periodicals and other media is illustrated by an estimated expenditure of about 30 percent, or $5,355,000 currently for these items. Interlibrary cooperation, when diligently pursued, is particularly effective in locating and using these items, but volume of service in this area is currently small except for one health sciences library.

Almost 3,000 regular employees work in Alabama's libraries, plus many student assistants. In 1977 the number and their annual salaries were estimated to be:

	Personnel	Annual Salaries
Academic libraries	784	$ 6,700,000
Public libraries	869	5,868,000
School libraries	1,180	12,345,000
Special libraries	125	1,100,000
Total	2,908	$26,013,000

The increase in personnel will continue to be above normal in the next few years particularly because of the establishment and improvement of school libraries. Staff of other libraries as a whole will probably increase in accordance with population growth plus modest expansion. Lack of adequate professional preparation is largely found in the public library sector.

In addition to the above numbers and the expenditures they represent, Alabama has provided considerable building space for libraries. Although the figure for special libraries is an estimate not based on survey, the other space amounts have their basis in reports or organizational estimates:

	Square Feet	Value at $40/ Square Foot
Academic libraries	1,600,000	$ 64,000,000
Public libraries	1,060,000	42,000,000
School libraries	2,500,000[a]	100,000,000
Special libraries	200,000	8,000,000
Total	5,360,000	$214,400,000

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[a] Estimated. Total from Plans and Surveys files, State Department of Education, March, 1978, showed 2,015,853 sq. ft. of library space in the public schools, but recent important unreported expansion in some schools is reflected in the above estimate of the Library Media Unit.

The above figures announce impressively that libraries have become big business in Alabama, with well over half a billion dollars invested in library materials and space, and annual operating costs estimated to be running in excess of $60 million. But this degree of need and resulting support is not generally realized. Even some librarians have been unaware of the large overall growth of libraries in the State. Libraries now represent an area of prime concern in the formulation of public policy.

Why has the extent of library activity been so little appreciated? This stems from the dispersion of library sponsorship. Libraries are auxiliary elements of each school, college, or university. They are adjuncts to federal agencies and business. They are sponsored by cities and counties, and by the state. Who speaks for libraries as a whole in Alabama? No one. All library affairs are acted upon individually or partially through unrelated groups.

However, this does not mean that such long-standing diversity of sponsorship should be changed. No one can imagine, much less advocate, one grand library agency in Alabama with branches in each community, school, and academic institution. What a monstrous institution that would be! Certainly someone would point out how, if so centrally directed, library service might be more rational, effective, and efficient. Libraries so organized, it would be contended, might be more able to present funding requirements. Staffing standards might be raised. Unnecessary duplication in collections might be avoided. Cooperation among library units would be unquestionable. Unit costs might be reduced. Service might be improved. But, on the other hand, any such possible benefits likely would be dismissed peremptorily by anyone to whom such a preposterous possibility were presented. The reason is simple. There are many compensating values in the existing scheme of organization of individual, autonomous libraries. Some of these reasons, certainly for public and school libraries, relate to fundamental political beliefs of our society, those relating to keeping the management of affairs close to the people. Others, especially for academic, school, and special libraries, relate to the organizational integrity of the sponsoring insitutions. Libraries, it would be pointed out, must be truly responsive to the unique goals and programs of their sponsoring institutions, a condition requiring institutional control. So, if the importance of libraries in the aggregate is to be better known, and their services to improve without the necessity of centralized direction, what alternative means exist?

Organization is always the product of many compromises. Librarians and the library community have turned to the concept of voluntary cooperation as a way to improve library service without doing damage to the well-established pattern of basic library organization. In this complementary fashion the values of present organization may be preserved while gaining the advantages of unified force and shared resources.

And, importantly, through an organized and amply financed cooperative organization the libraries can achieve two important objectives: (1) a collective voice to speak for the entire library effort, and (2) the collection and arrangement of total state library information to give authority and power to that voice. And, of course, the means to act in concert in formulating policy and devising their implementation.

What has delayed widespread and enduring formal organization for library cooperation? The reasons are basically simple: two of them are inadequate legal basis and absence of central financial assistance. Until recently other factors included lack of adequate library technologies and lack of a concept for cooperation acceptable to the profession. Also, some librarians will point to a parochialism or traditionalism which affects some potential participants. Another obstacle to interlibrary cooperation in many states, including Alabama, has been the absence of a single coordinating organization at the state level, acting as agent for the libraries and the State.

The National Commission on Information and Library Science emphasizes the need for a central coordinating office of library affairs, a state library with responsibility for the development of library service in the broadest sense. Such an agency would have no responsibilities other than libraries, in order that it might act exclusively in the library field and serve as an advocate to all libraries. Through such an agency a complete and balanced view of this sector of public service would be maintained. Without change in the diverse sponsorship of libraries, and without affecting the autonomy of any library, the library community would establish and maintain cooperative machinery with the support of such state library.

The following questions are relevant to planning an acceptable and workable cooperative arrangement:

1. Do requirements for library participation uphold the principle of cooperation?
2. Is membership open to all types of libraries on a voluntary basis?
3. Is the autonomy of each library preserved?
4. Does it provide that the member libraries shall govern the system, and not the system the libraries?
5. Does it give a fully effective participatory role to the librarians, especially to the library directors?
6. Does it give lay boards, representing the sponsoring agencies of libraries, a workable practical role in overall governance and policy decisions?
7. Is the relationship of systems and the state library one in which each may exercise a desirable but not excessive degree of influence?
8. Does it respect the traditional state-local relationships of academic, public, and school libraries?
9. Does it provide an adequate means for cooperative planning and administration?
10. Is the plan for financial support sound?

It is a postulate of this study that a plan which provides an affirmative answer to each of the above questions can be both workable and acceptable. A design for cooperative library systems should provide for a sensible sharing of responsibilities and assume a willingness to negotiate and compromise differences. To make any organization work a spirit of goodwill is fundamental. The overriding importance of achieving a practical and effective statewide library organization to meet a changed environment can provide guidance and motivation to individual behaviors.

It might be asked, after reading the account given above of existing library resources and their cost, whether the over half a billion dollars invested plus the large annual operating costs are too much. The answer, based on many considerations, is a resounding no. User needs for information are more pressing than ever before, and still growing. Some present methods of providing library service are becoming inadequate. Instances of high unit costs are objectionable. And less than realizable levels of service similarly are unacceptable. But, given new organization structures and new methods, coupled with ample authority, agreed goals, and adequate funding, library service in Alabama can reach new heights on behalf of its citizens. This study addresses itself to these hopeful objectives.

III. THE PHYSICAL, CULTURAL, AND ECONOMIC CHARACTERISTICS OF ALABAMA

Summary

The State of Alabama is experiencing a surge of demand for library services much beyond that occasioned by its steady population increase because of higher educational levels, urbanization, a shift to an industrial and scientific economy, an increase in technological and educational specialities, increasing personal income, and a dramatic increase in knowledge availability. The tax base of the State is improving as a source of library funding. The physical, cultural, and economic conditions of the State are excellent for meeting increased library needs through strengthening interlibrary cooperation.

The needs for library service in Alabama, and the resources available to respond thereto, are intimately related to the realities of the State's economic and social conditions. The following is a brief review of the situation, which indicates not only distinct growth and progress within the State over the years, but an especially promising economic growth in recent years relative to other states of the union. At any rate, they are the fundamentals on which cooperative library service must be built.

Area and Population

Area and population are two significant factors bearing on cooperative arrangements between libraries. In 1970 Alabama had 3,444,165 persons. The growth in population since 1900 and the projected growth to 2020 are shown in Table 1. The estimated 8.8 percent rate of increase for the current decade is estimated to be greater than at any time since the 1920's and is expected to accelerate even more from 1980 to 1990. The current shifts of population to the southern United States, the sun-belt, is no doubt causing part of this increase.

Table 1

POPULATION AND POPULATION CHARACTERISTICS IN ALABAMA

Alabama Population				Percent of Population Increase Over Preceding Census	
Date	Number	Percent Urban	Percent White	Alabama	U.S.
1900	1,828,697	11.9	54.7	20.8	21.0
1910	2,138,093	17.3	57.5	16.9	21.0
1920	2,348,174	21.7	61.6	9.8	15.0
1930	2,646,248	28.1	64.3	12.7	16.2
1940	2,832,961	30.2	65.3	7.1	7.3
1950	3,061,743	43.8	67.9	8.1	14.5
1960	3,266,740	54.8	69.9	6.7	18.5
1970	3,444,165	58.4	73.6	5.4	13.3
1980	3,746,500[a]	(Not Available)		8.8	10.0
1990	4,090,600[a]	(Not Available)		9.2	10.1
2000	4,284,300[a]	(Not Available)		4.7	7.2
2010	4,465,400[a]	(Not Available)		4.2	6.6
2020	4,649,700[a]	(Not Available)		4.1	3.5

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[a] Estimated.

Source: Center for Business and Economic Research, Economic Abstract of Alabama, 1975. University, Alabama: December, 1975, pp. 3-4, 12.

The mathematical increase in number of state residents is a factor in planning library service, but as will be noted later, not at all the only one related to population characteristics.

Area

There are 50,710 square miles in Alabama. Based on the 1970 population, the average number of people per square mile was 67.9. The variation in population density varied from 578.5 per square mile in Jefferson County to 16.4 in Coosa County.

For public and school libraries especially the variation in population density has constituted one of the most difficult problems in extending library service to all areas and even a greater problem in approaching a uniform level of service. This situation has been due partly to higher unit costs of service in rural areas. Over the years large but sparsely populated areas did not have public or school libraries, and only limited service in adjoining urban areas, a situation which has been largely corrected, however.

The importance of population density may be seen in the history of planning local library service, of choosing funding authorities, of instances of library consolidation and, more recently, of developing library cooperation. It has been a factor in state and federal aid to libraries, with considerable emphasis being given to extending and improving library service in low-density areas. But the end of this phase of Alabama's library development is in sight. The extension of library service, both school and public, to all areas of the State will probably be accomplished within the next five years or so. Already that problem is being surpassed in importance by questions of reasonable uniformity of service to every Alabamian, regardless of residence in metropolitan or rural county, and of improving the quality of service generally.

Urbanization

The urbanizing trend in Alabama is clear from Table 1. This does not mean that the rural population has greatly decreased. Indeed, from 1900 to 1970 the drop from 1,611,000 to 1,433,000 rural residents is quite small.

Instead, urbanization largely has taken place through total population growth. The urban population in 1900 was 218,000 and has grown in each decade to a total of 2,011,000 in 1970, an increase of 822 percent. This trend will probably continue indefinitely.

The significance of urbanization for library service is clearly great for a number of reasons. Science and technology, government, cultural organization, and other advanced forms of human endeavor concentrate in cities. Proximity of population to libraries, characteristics of urban areas, leads to greater library use. A larger percentage of well-educated persons live in the cities, many of whom read extensively and require reference materials for sophisticated scientific, technical, and social pursuits. Taxable wealth tends to accumulate in these centers, facilitating the funding of libraries, especially school and public.

Urbanization has less direct effect on academic, school, and special libraries. By their own purpose and programs the institutions sponsoring these libraries, wherever they may be located, determine the nature of their clientele and the corresponding library service. Alabama has numerous such libraries, many of them located in medium size or small towns, occasionally possessing some of the finest library resources in the State and in the nation. Some of these excellent libraries currently extend service to nearby residents not connected directly with their sponsors' institutions, but their resources, like those of most public libraries, are underutilized compared to the potentials.[1/]

Distribution of Urban Centers

It is significant that the distribution of urban centers throughout the State, while not as strategically located as they might be if only a plan of library service were in mind, place nearly all rural sections of the State within reasonable distance of a large public library. The major exception is

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[1/] The underutilization of an academic library is demonstrated in a recent study of The Hillman Library, University of Pittsburgh: Allen Kent, et al. Progress Report on "A Cost-Benefit Model of Some Critical Library Operations in Terms of Use of Materials." Pittsburgh: The University, April 1, 1977.

the area in southwest Alabama between Mobile and Selma, a situation which is discussed later when treating of cooperative library district boundaries. The cities of Birmingham, Mobile, Huntsville, Montgomery, Tuscaloosa, Gadsden, Decatur, Dothan, Florence, Anniston, Selma, and Phenix City are all spaced geographically to constitute important centers for public and school library cooperation.

In other instances, somewhat smaller cities have relatively strong academic libraries that open their collections to the community as a whole. The fact that all academic libraries are not located in the largest population centers adds potential for library service at acceptable levels for the population in proximate residency. School and special libraries also can provide service beyond their immediate clientele in many instances.

Education

Through expanding school and college enrollment, Alabama's growth in potential library patrons has exceeded its population growth over the years, thus putting additional pressure on the development of these services. Since 1940 the percentage of persons 25 years or older who have completed eight or more years of school has about doubled. And there are five times as many persons with four years of college. In 1970 the median number of school years completed in Alabama had lengthened to 11.6 years for whites and 8.1 years for blacks. With increasing emphasis on education among blacks, even further acceleration of the number of library patrons may be expected. Educational progress is quite evident in the census figures for 1950, 1960, and 1970, as set forth in Table 2.

These figures illustrate that the needed growth in library resources may not logically be related to population alone. The effect of educational changes has been substantial on all types of libraries, including a veritable explosion of library development in schools, colleges, and universities. The public libraries have also witnessed an increase in student use of libraries, as well as from a more highly educated adult population.

Table 2

EDUCATIONAL CHARACTERISTICS IN ALABAMA

	Percent Enrolled		Percent by Level of School Completed			
	Ages 18-19	Ages 20-21	One Year High School Or More	Four Years High School Or More	Four Years College Or More	Median School Years Completed
1950	--	--	35.8[a]	25.3[a]	3.6[a]	7.9[a]
1960	43.0	19.7	50.7[a]	30.3[a]	5.7[a]	9.1[a]
1970	54.6	25.9	63.2	41.3	7.8	10.8
Other Southeastern States in 1970						
Florida				52.6		
Georgia				40.6		
Mississippi				41.0		
Tennessee				41.8		

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[a] Twenty-five years of age or older.

Source: U.S. Department of Commerce, Bureau of the Census, U.S. Census of Population, 1950, 1960, 1970. Washington, 1972.

But more than numbers of students and a highly educated population are involved. In addition are the greater number of educational specialities, often resulting from the vast expansion of science and technology. These new fields of intellectual activity call for a response in library resources beyond the mere increase in number of educated persons. In short, the knowledge explosion has called for library development in greater multiples than the increase in students and years of educational attainment alone. This accelerated trend continues. However, not all other public services have had their requirements multiplied in such geometrical proportions. Therefore, a special case for improving library services can be made. In order to do this, reliance may not be placed only in population statistics.

Income

The per capita income of Alabamians in 1974 still lagged behind the United States as a whole as well as most of the southeastern states as may be seen in Table 3. However, from 1970 to 1976 the rate of growth of per capita income in Alabama exceeded not only that of the country as a whole but of the average of other states of the southeast (Table 4). If, indeed, Alabama has "turned the corner" in economic growth, which seems likely, the future is not only bright for the State and its citizens but also for its libraries. In 1976 Alabama ranked as the 15th fastest growing State in the nation in terms of personal income per capita.[2]

The economic improvements in Alabama in this decade could have a psychological effect of great significance on the thinking of both the library community and that of funding authorities. In the past, the library community reluctantly has been compelled to accept economic realities disadvantageous to achieving a needed level of library service. One wonders if at times the generally pessimistic conception of Alabama's economic condition might even have resulted in lower funding of libraries than the situation really justified. Nevertheless, the current economic trend appears so meaningful that it justifies a new and hopeful outlook for libraries, one which logically may be communicated to the public and to official funding authorities.

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[2] Alabama Business, November, 1977, p. 8.

Table 3

ESTIMATED PER CAPITA INCOME IN ALABAMA, ADJACENT STATES, SOUTHEAST REGION, AND UNITED STATES

	1964	1974	Percent of Increase	Rank Order in Percent of Increase
Florida	2,258	5,416	139.86	2
Georgia	2,027	4,751	134.39	5
Tennessee	1,917	4,551	137.40	3
Alabama	1,837	4,215	130.88	6
Mississippi	1,543	3,803	146.47	1
Southeast Region	1,987	4,696	136.34	4
United States	2,603	5,448	109.30	7

Note: Per capita income in 1973 varied among counties of Alabama from a low of 2,603 to a high of 4,855.

Source: Center for Business and Economic Research. Economic Abstract of Alabama 1975. University, Alabama: University of Alabama, 1975, p. 45.

Table 4

ESTIMATED PER CAPITA INCOME IN ALABAMA COMPARED TO THE SOUTHEAST REGION AND THE UNITED STATES

	Alabama	Percent of Increase	Southeast Region	Percent of Increase	United States	Percent of Increase
1960	$1,522	--	$1,627	--	$2,222	--
1970	2,948	93.7	3,257	100.2	3,966	78.5
1976	5,105[a]	73.2	5,544[a]	70.2	6,441[a]	62.4

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[a] Estimated.

Sources: Center for Business and Economic Research. Economic Abstract of Alabama 1975. University Alabama: University of Alabama, 1975 (for 1976 estimates); U.S. Department of Commerce. Office of Business Economics. Personal Income by States Since 1929. Washington, D.C.: 1956.

Tax Base and Library Funding

Alabama's publicly supported libraries are primarily funded by state or local taxes, or both. In many cases federal money is also received. The school and public libraries receive money from both local and state taxes, with the school libraries receiving the bulk of their support from state revenues while the public libraries are mostly locally financed. Academic libraries are largely state-financed. The improving economy of Alabama, reflected in the rising per capita income of its citizens, already mentioned, will no doubt continue to be reflected in the public revenues, including those for libraries.

On the local level a notable change in the assessed value of property was initiated through court-ordered reassessment in 1973. Both school libraries and public libraries, especially the latter, should be able to improve their services if local appropriations are increased based upon larger potential sources.

On the state level, the legislature and governor, in a determined effort to improve educational standards of the State, have channeled the revenues of certain productive state taxes into the Alabama State Educational Trust Fund (ASETF). These include taxes on production of electricity, gross receipts taxes on telephone service and certain other business, sales tax, and a tobacco tax. The academic libraries are financed primarily by this source, as are the school libraries. The public libraries receive a relatively small but highly important portion of their revenues from state aid through said fund. (The remaining libraries in Alabama are generally funded by federal or private agencies.)

The growth over the years in the amount of appropriations to education from ASETF are shown in Table 5, and reflect the progressive nature of the tax base on which the ASETF depends. In addition to enhancing formal education generally, this impressive growth in state appropriations also contributed significantly to the particular role of libraries in the educational process, as will be shown in greater detail subsequently.

Highways, Topography, and Climate

Alabama has an excellent highway network, a large portion of which consists of four-lane highways. The topography is not abrupt. The climate is humid subtropical. Communication is excellent, therefore, and the potential of interlibrary cooperation is nowhere significantly restricted by these factors.

Alabama in the Future

When the broad panorama of Alabama's progress and prospects are reviewed, one cannot help being optimistic about its future, assuming international tranquility. The social, economic, and cultural indicators are generally positive. For libraries the heart of the matter is to insure that they share in future development in correct balance with other human activities. A correct degree of such sharing cannot be taken for granted as a subsequent review herein of library development in the past will indicate.

Table 5

APPROPRIATIONS TO EDUCATION FROM THE ALABAMA SPECIAL EDUCATION TRUST FUND

Year	Amount
1930	$ 10,632,129
1940	14,795,041
1950	67,262,613
1960	155,584,681
1970	384,460,634
1974	608,858,838
1978	986,657,779
1979[a]	$1,169,679,427

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[a] Governor's budget.

Source: Alabama Department of Education, History of Education in Alabama. Montgomery: Department of Education, 1975; Act No. 637, Regular Session of the Alabama Legislature, approved May 20, 1977.

IV. THE GOVERNMENTAL SETTING FOR LIBRARY AFFAIRS IN ALABAMA

Summary

Library organization in Alabama is fragmented among many types of sponsoring governments and governmental agencies. However, centralization is neither feasible nor desirable. Cooperation, therefore, is the only practical means for productive joint effort to reach service levels otherwise unobtainable. Currently no comprehensive coordinating arrangements among libraries exist. Among some individual libraries, usually of a single type, special cooperative understandings exist. These are mostly informal and limited in scope, and are inadequate to reach needed levels of library service.

All libraries in Alabama, governmental and private, have authority to cooperate by agreement with other libraries to a degree corresponding with benefits received on behalf of its "own" patrons as defined by law or corporate purpose. The Alabama Public Library Service, however, is free of such limitation in giving assistance to public libraries (including school libraries) when using state funds. It may also assist these and other governmental libraries with federal funds as authorized by federal law and regulations. To a lesser degree the State Department of Education also appears to have similar authority with respect to state-financed library programs for "public library"that serve both schools, students, and the general public, although in practice it has not been employed.

Other state and local libraries, including universities and colleges, as well as privately operated libraries, have contractual authority for interlibrary cooperation requiring a cost/benefit balance. Federal libraries also operate on this basis. Therefore, a legal foundation exists for all libraries to cooperate by agreement and most, if not all, have been doing so.

On the other hand, authority to aid all libraries in comprehensive cooperative endeavors, and to fund these activities without return consideration, is not wholly possessed by any state agency. The Alabama Public Library Service, partly from state and partly from federal funds, can provide only limited assistance except for public libraries.

Clear-cut authority is needed by a central state agency to foster, coordinate, and fund multi-type library cooperation in order to achieve optimal benefits to the public. When for any library the total benefit received from such multi-type library cooperative plus the value of services received directly from other cooperating libraries is equal to or greater than its own costs, the present contractual authority is sufficient for its participation as a member.

An understanding of the existing distribution of governmental authority for libraries among state and local agencies is essential to the process of devising feasible ways for interlibrary cooperation within such framework. It also is required for determining the advisability of extending or modifying the authority of any agency to facilitate such cooperation. The following discussion relates to the need and potential for changes in the legal authority of libraries or their sponsoring agencies in order to facilitate interlibrary cooperation.

Libraries in Alabama, as in other states, are not organized as a single monolithic public service with one organization, one staff, one operating plan, and one budget. Public academic libraries are organizational elements of state institutions of higher learning, usually separate or only loosely coordinated, whose faculty and students comprise their primary clientele. Public school libraries, although funded primarily by the State and subject to State influence, are directed by 127 special-purpose local governments known as "school systems." Their clientele are principally public school faculty and students. The librarians usually report to the principal of the school in which the respective library is located. Public libraries are departments of general-purpose local governments with clientele limited, if at all, only by their residence within the respective governmental jurisdiction. Another category, special governmentally sponsored libraries, may be so defined by the nature and purpose of their collection or by their specified clientele, and include military, scientific, legal, hospital, and other libraries. Other libraries in Alabama are sponsored by private schools, colleges, and businesses. All may generally be classified under one of four commonly designated library groups: academic, school, public, and special.

These various distinctions are well known to the library community and are mentioned here merely to underscore an existing important shortcoming bearing on any study of interlibrary cooperation; namely, that for each sector of library service in Alabama the ready availability of historical and current information varies, and that no overall comprehensive review of past and present library service has been prepared, much less kept up to date. Even the most basic statistical reporting for each type of library has been partial and inconsistent, and only great effort bring together part of the desirable information on the development of libraries in Alabama and its relationship to public needs. Additionally, the persistent viewing of library service only in the discrete sectors mentioned above has no doubt led to some of the more serious problems in public support and in program development.

Despite the fragmented organization of library service, fundamental organizational change of library sponsorship appears neither feasible nor desirable. Improvements will need to be made, therefore, within the familiar institutional setting of governments and private enterprise in the United States. The only practical alternative to unwanted basic organizational changes is cooperation among existing libraries. The following review has as its purpose the placing in perspective of the governmental framework in which libraries of Alabama operate, leading hopefully to the identification of better cooperative methods for working therein on behalf of library development. Details with respect to the several types of libraries are dealt with later, and the present discussion relates only to the major structural elements of state and local government as related to libraries.

The State Government and Libraries

The State of Alabama acts regularly in library matters through the budgetary process, involving both the legislative and executive branches in consideration of library needs. However, since most library funding, e.g., for schools and higher education, is part of an appropriation to the parent agency, relatively little attention is focused at the state level on the specific amounts for library service. Essentially, the proportion of each institution's budget that goes to libraries is decided by the authorities of said agency.

Most appropriations of the State for library purposes are made through a single appropriation act for the support, maintenance, and development of education. The source of funds for this appropriation act is the Alabama Special Educational Trust Fund, to which certain revenues have been earmarked through legislation. In Table 6 a list is provided of the agencies receiving appropriations from this fund in fiscal year 1978, together with the amounts

Table 6

APPROPRIATIONS FROM THE ALABAMA SPECIAL EDUCATION TRUST FUND 1977-1978

Agency	Amount From ASETF Fund
A. STATE AGENCIES	
1. Council on the Arts and Humanities	$ 300,000
2. Birmingham City Board of Education	325,000
3. Debt Service	1,384,087
4. Board of Dental Scholarship Awards	83,000
5. Department of Education	65,762,563
6. Alabama School of Fine Arts	500,000
7. Firefighters Personnel Standards and Education Commission	45,000
8. Health Department (immunization and school sanitation)	500,000
9. Commission on Higher Education	577,000
10. Alabama Industrial Development Training Institute	1,714,320
11. Junior College School System	33,050,000
12. Alabama Law Institute	189,000
13. Public Library Service	2,000,000
14, Marine Environmental Sciences Consortium	325,000
15. Medical Scholarships Board	135,000
16. Minimum Program (for public schools)	458,484,482
17. Peace Officers Standards and Training Commission	326,200
18. Commission on Physical Fitness	70,000
19. Post-Secondary Vocational-Technical Education System	25,951,521
20. Social Security (State's share)	41,600,000
21. Alabama Education Study Commission	200,000
22. Teacher's Retirement System of Alabama	125,370,600
23. State Tenure Commission	7,500
24. Educational TV Commission	2,005,500
25. Veterans Education Benefits	975,000
26. Youth Services	7,872,294
Total - State Agencies (78.3%)	$769,253,067

Table 6 (continued)

Agency	Amount From ASETF Fund
B. NON-STATE AGENCIES	
1. American Legion Auxiliary Scholarship Fund	$ 3,000
2. Birmingham Symphony	95,000
3. Birmingham Training Center for Brain-Injured Children	29,100
4. Montgomery Institute for Neurological Development	25,000
5. Sylacauga Nurses Training School	58,000
Total - Non-State Agencies (0.02%)	$ 210,000
C. COLLEGES, UNIVERSITIES, AND SCHOOLS	
1. University of Alabama	$ 33,177,257
2. University of Alabama in Birmingham	47,707,789
3. University of Alabama in Huntsville	8,608,764
4. Alabama A & M University	6,951,132
5. Alabama State University	5,936,199
6. Auburn University	44,939,592
7. Auburn University at Montgomery	4,753,001
8. Jacksonville State University	9,120,000
9. Livingston University	2,681,554
10. University of Montevallo	4,705,276
11. University of North Alabama	5,728,623
12. University of South Alabama	18,579,515
13. Troy University	6,246,364
14. Alabama Institute for the Deaf and Blind	4,715,000
15. Athens State College	1,145,933
Total - Colleges and Universities (20.9%)	$204,995,999

Table 6 (continued)

Agency	Amount From ASETF Fund
D. MISCELLANEOUS	
1. Paramedic Training Program (at 6 universities and colleges)	$ 595,000
2. Examiners of Public Accounts	100,000
3. Department of Agriculture (livestock judging)	400,000
4. East Alabama Regional Child Development Program	425,000
5. Department of Health, Division of Maternal and Child Health	200,000
6. Repair of damaged school buildings (specified)	3,200,000
7. Repair of damaged school buildings (unspecified)	3,200,000
Total - Miscellaneous (0.8%)	$ 8,120,000
Grand Total	$982,579,166

Note: In the appropriations' act a more detailed breakdown of the above totals is usually given. However, libraries are not singled out for line-item appropriations in these cases except for four-year colleges and universities, listed under C above and the Alabama Public Library Service (APLS).

Source: Act No. 637, Legislature of Alabama, Regular Session, 1977.

thereof. Further administrative distribution of these funds results in state financial aid to public school libraries, university and college libraries, and public libraries.

Certain other libraries of the state government, less closely related to formal education, receive their appropriations from other funds, sometimes as part of a larger division of state government. Important examples of these are the Department of Archives and History and the State Law Library. Another large category of state-financed libraries are institutional libraries, including hospital and prison libraries, the funds for which are included in the appropriations of their sponsoring institutions. In short, there is no library in the State except those financed privately or by the federal government which is not partly or wholly funded by appropriations of the state government.

In view of such diverse library sponsorship, the questions which logically follow are how the overall library interests of the State are coordinated and how relative state emphasis on the several programs is determined. The answers are straightforward. First, there is no overall coordinating method. Second, the state-supported library programs are not considered as a whole, and, in the budgeting and appropriating process, program planning is limited to considering the isolated sectors and libraries individually, without significant reference to each other. It has already been mentioned that the information on the entire library effort within the State, which such integrated program planning would require, is not collected and published. No one in the State, without special study, is in a position to review and analyze the entire library needs of the population, or to judge the capacity of the several library programs, taken as a whole, to satisfy them. Under these circumstances it would be surprising if overlapping service did not occur in some areas and gaps in others, but more importantly an overall deficiency which probably would not occur if the full situation were known.

The policy questions involved clearly are of concern to the highest levels of the state government, to the governor and his planning and budgeting agencies, and to the legislature. But current organizational arrangements and allocation of responsibilities make such questions difficult to address effectively on a one-time basis and almost impossible on a continuing one.

The following is a review of the principal state agencies charged with planning, coordinating, and executing library programs for the state government, and the current scope of their responsibilities. And thereafter, a look is taken at local governments and libraries.

Alabama Public Library Service

With antecedents as a integral part of the Department of Archives and History beginning in 1907, the Alabama Public Library Service (APLS) was created in 1939 as a semi-independent division of the Department of Archives and History. Its increasing functions and breadth of interests led to establishment as a separate agency in 1959. Its legal basis is contained in the 1975 Alabama Code, Sections 41-8-1 to 8 (Appendix A).

The law states that APLS "shall have as its chief objective the development of a cooperative system of providing books and library service for the various cities and counties of the state."[3] The present study of ways to improve library cooperation is precisely in accord with this primary objective of APLS. Such cooperation among libraries, the law states, will have as its broader social aims (a) the development of higher ideals of citizenship, (b) the enlargement of opportunity for culture and recreation, and (c) the further upbuilding of the educational facilities of the State.

The Executive Board. The Alabama Public Library Service is headed by an executive board of five members appointed by the governor for overlapping five-year terms. The board's powers are broad:

> It shall be the duty and power of the executive board to conduct the affairs of the public library service, to administer the funds received from the treasury that are allocated to the public library service, and shall be responsible for the program and for such other activities as would naturally be administered by such an executive board.[4]

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[3] The Code Revision Subcommittee of The Legislative Council. Code of Alabama 1975. Volume 1. Section 41-8-1. Charlottesville, Virginia: The Michie Company, Bobbs-Merrill Law Publishing, 1977.

[4] The Code Revision Subcommittee of The Legislative Council. Code of Alabama 1975. Volume 1. Section 41-8-2. Charlottesville, Virginia: The Michie Company, Bobbs-Merrill Law Publishing, 1977.

The executive board is also required by law to make an annual report to the governor showing public library conditions and progress in Alabama and a statement of expenses and activities of the public library service.

The board is authorized to award educational scholarships and grants from federal funds.

In effect, the board has broad authority under the law to govern the Alabama Public Library Service and influence the management of public libraries and especially the development of cooperative library systems among public libraries. Its express and implied powers in administering state funds in support of the purposes of the law are broad, and may be applied through consistent rules and regulations. Of particular importance is the application of funds to carry out its chief objective of developing a cooperative system of providing books and library service for the various cities and counties of the State. A reasonable interpretation of the law is that aid to public libraries may be given in terms of an overall plan of library cooperation and development. The law states that the executive board "shall be responsible for the program and for such other activities as would naturally be administered by such an executive board."[5/]

The Director. The board employs a staff to formulate library policies and programs for its consideration and to carry them out. The staff is headed by a director whose qualifications and appointment by the board are prescribed by law, and set forth by law: (a) to select and nominate staff members for appointment by the board, subject to the merit system; (b) keep a record of board proceedings; (c) keep the financial record; (d) have charge of the work of organizing new libraries and improving others; and (e) to perform such other duties as assigned by the board. In practice, the board delegates the management of the agency to the director, while maintaining its own broad authority for policy determination and performance evaluation.

Duties and Powers. In addition to the specific duties charged specifically by the law to the board or the director, the agency is charged generally with certain duties and powers, including the following:[6/]

[5/] Ibid.

[6/] The Code Revision Subcommittee of The Legislative Council. Code of Alabama 1975. Volume 1. Section 41-8-5. Charlottesville, Virginia: The Michie Company, Bobbs-Merrill Law Publishing, 1977.

- Give advice to communities and public libraries in establishing and administering public library service.
- Send its staff to aid in organizing and improving public libraries.
- Advise as to the proper qualifications of librarians.
- Advise local governments regarding arrangements for joint library service.
- Receive and administer all funds, books, or other property as necessary to carry out its charge.
- May acquire and operate traveling libraries and circulate or loan such books and libraries as the board deems necessary and to increase efficiency and promote the extension of public library service.
- Obtain annual reports from public libraries showing their conditions, growth, development, and conduct.
- Perform such other services consistent with and in furtherance of its legal purposes.

The final comprehensive phrase in the above list is a broad grant of power enabling the agency to perform services in ways deemed to be consistent with its legal purposes. It need not, therefore, be a passive executor of predetermined programs and means for their implementation. Instead, APLS may develop a vital program in accordance with the objectives of the law and adopt means it considers most appropriate to achieve them efficiently and effectively. APLS is a single-purpose agency--it is concerned with libraries only.

APLS and Public Libraries. In achieving its mandated objective of interlibrary cooperation, APLS may not unilaterally impose its will upon public libraries (except for obtaining periodic reports). Apart from providing informational programs of an advisory nature, voluntary agreement (contractual arrangements) between APLS and one or more public libraries is the method it must employ in carrying out its objectives. Therefore, library cooperation and development, which usually require additional resources, may be encouraged through financial grants containing state-required provisions as to how the money will be used by the recipient public libraries. Joint staff participation in program planning of projects so funded is normally involved.

Under this limitation on the exercise of authority by APLS, the traditional local powers of municipal and county governments and the public libraries created thereby are preserved. In essence, the law requires a partnership arrangement, each party gaining a role in the planning of programs while conserving its discretion with respect to participation.

But leadership is imposed on APLS. It may be recalled that the law specifically states that APLS' chief objective is the development of a cooperative system of library service for counties and municipalities. Its state-appropriated funds may be used for this purpose, rather than as mere subsidies to local governments for financing public libraries. Since APLS is commonly the source of most of the resources for cooperative projects, it must assume major responsibility for initiative in bringing the public libraries together for the planning of specific undertakings of mutual benefit. In the case of federal funds channeled to libraries through APLS the federal restrictions placed on the use of such funds must be observed by APLS and public libraries receiving grants.

Over the years, in accordance with its purpose, APLS and the public libraries have engaged in a great variety of cooperative endeavors. One mechanism used, of particular importance to rural areas and small cities, has been the creation of regional libraries composed of several public libraries. These regional libraries are the most outstanding examples of formally arranged interlibrary cooperation in the State. The most successful have included the public libraries of two or more counties. Under this cooperative plan, bookmobile service, book acquisition and processing, public information projects, staff training, consultative services, library development, and many other programs of mutual concern have been undertaken cooperatively.

Additionally, APLS has encouraged cooperation on a statewide basis among public libraries. An interlibrary loan system was created and is functioning. A film circuit is supported, as well as a loan service of films from APLS itself. Numerous other projects have been carried out, many of which are on a continuing basis.

APLS and Direct Library Service to the Public. The law gives APLS the authority to provide library service directly to the public when this appears justified, either alone or in cooperation with public libraries. With respect to service to individuals (or agencies) APLS "may acquire and operate traveling libraries and circulate or loan such books and libraries among communities, libraries, library associations, social and civic clubs, and organizations and other public agencies and institutions."[7] One example of major service directly to individuals is the provision of "talking" books to the blind and physically disabled. Public libraries also cooperate in this program in identifying patrons and in some instances in circulating the books. Another example is the provision of books and other materials to state employees for use in state business.

Broad authority for APLS for individual service and service to other than "public" libraries may also be inferred from the grant of legal power to its executive board "to be responsible for the program and for such other activities as would naturally be administered by such an executive board."[8] In practice APLS provides service to public and other libraries and to state agencies and employees thereof, as well as to individuals, in accordance with a broad philosophy and plan of library cooperation expressed in a long-range and annual plan of service adopted by the executive board.

APLS Authority to Cooperate with School Libraries. APLS appears to have broad authority to cooperate with school libraries, based both in law and long precedent.

First, as will be elaborated upon subsequently in this chapter, school libraries under the law are actually public libraries located in the schools.[9] (See Appendices B and C for relevant statutes.) Not only does such designation amplify the powers of the local school boards and the State Department of Education to cooperate with public libraries established by cities and counties, but the reverse is also true. Such interpretation of the law is amply supported by the history of cooperation between public libraries and schools in Alabama. For many years, when school libraries were very small or non-existent, municipally sponsored public libraries were the main or only source of books for school pupils. The public libraries customarily made bulk loans of books to schools and visited the schools regularly with bookmobiles. The latter practice continues throughout much of the State today. To public libraries the schools represented just another "public" to be served. In return, many school systems appropriated monies to the public libraries, a practice which still continues in some counties.

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[7] The Code Revision Subcommittee of The Legislative Council. Code of Alabama 1975. Volume 1. Section 41-8-2. Charlottesville, Virginia: The Michie Company, Bobbs-Merrill Publishing, 1977.

[8] Ibid.

[9] Ibid., Sections 16-21-1 and 16-11-23.

While the method of service of public libraries to schools is changing as a result of the establishment and improvement of school libraries, the complementary nature of their collections is proving to be a strong argument for continued cooperation. This view is further strengthened by emerging new ways for profitable interlibrary cooperation.

It would appear, therefore, that cooperation between school and public libraries is not bound by law or precedent to a strict cost/benefit accounting in providing financial support therefor. The same is true for school boards, county commissions, and municipal councils. Nevertheless, as a matter of practical policy each sponsor of a library, whether county, city, or school government, expects to pay from its revenues all or most of the costs of cooperative library service benefiting its own indicated clientele, and expects other cooperating libraries to do the same.

APLS and Academic and Special Libraries. In recent years, largely as a result of handling federal programs, APLS has been required to take a broader view of the entire library field than public libraries alone. Additionally, the library community generally in the State, lacking a more comprehensive state agency to which it might turn, has impelled APLS into a broader role on behalf of all library interests. A major factor in the expanding role of APLS has been the creation of the Advisory Council on Libraries to carry out in Alabama the purposes of the federal Library Services and Construction Act. This council, in accordance with federal guidelines, consists of a wide representation among types of libraries and also has public members.

Another influence has been the professional development programs of APLS, which naturally deal with many subjects not exclusively of interest to public libraries. These programs have been enriched by the participation of academic and special libraries, with many mutual advantages. Thus, the instances of cooperation have been accelerating in recent years. They have been aided notably by improved state funding of APLS and the academic and school libraries, as well as modest but greater financial support of public libraries by local governments. Behind all official activities of APLS on behalf of interlibrary cooperation has been the pervasive and considerable influence of the Alabama Library Association, its members representing all library vocational interests and the interested public.

1. Authority of APLS to cooperate with academic and special libraries. In view of its legal obligations on behalf of public libraries, what authority does APLS possess to cooperate with academic and special libraries? Under the relevant statutes it appears that, whenever the development and participation of public libraries is justifiably furthered, APLS may join in interlibrary cooperative endeavors with academic and special libraries. By justifiable is meant that benefits correspond to resources employed.

   There have been numerous examples of such multi-type library cooperation, continuing year after year. For example, a machine-readable data base to create a state union catalog for the use of public libraries and academic libraries as well as APLS is being developed under the leadership of APLS and the Birmingham Public Library. Ultimately special libraries may utilize the system and, when desirable, include their collections in the catalog. An outstanding example of public-academic library cooperation is a contract between Troy State University and Dothan public library, the latter using resources supplied by APLS as well as locally. In this case the Dothan public library provides service in lieu of a library established by the university. The contract between the two parties provides for the respective contribution of each to the personnel, materials, etc., required for such service.

2. Limitations on APLS authority to cooperate with academic and special libraries. Approaching the matter from the opposite position, when does APLS lack the authority to cooperate with academic and special libraries? Such authority would appear to be lacking under the law whenever the function of public libraries would not be substantially furthered. For example, a grant of funds to a special or academic library in which no benefit would accrue to the development of services of a public library would not appear

> to be within the scope of authority of APLS. To take a specific hypothetical case, it would appear that funding and assistance to develop a common borrower's card for academic libraries only would not be a proper function for APLS. On the other hand, support of APLS for a statewide borrower's card for all types of libraries, including public libraries, would appear to be a logical duty, to the extent of the public libraries' benefit.

Summary of APLS Authority to Support Interlibrary Cooperation. In summary, under present law as interpreted herein, APLS has three positions relating to interlibrary cooperation: (1) it may participate in and fund cooperative systems comprised only of public libraries (which includes "public libraries" in schools); (2) it may cooperate in systems involving public and other types of libraries (academic and special), but the amount of assistance provided by APLS to other than public libraries may not exceed the value of benefits derived by the public libraries from such interlibrary cooperation; and (3) it is not authorized to assist at all in cooperative library endeavors conducted without corresponding benefits to public libraries.

Alabama Commission on Higher Education

The Alabama Commission on Higher Education (ACHE) was established in 1969, when an expansion of the state institutions of higher learning heightened the need for coordination and centralized planning. Its authority rests in Sections 16-5-1 to 10 of the 1975 Code of Alabama.

ACHE is not an administrative agency over higher education in the State. Its role is to foster a high quality college and university program, acting in an advisory and informational, rather than in an administrative or controlling capacity.

The Commission. The commission has nine members appointed by the governor with consent of the Senate, one from each congressional district and two at large, for staggered terms of nine years.

It employs a director and staff to collect information and prepare recommendations for its consideration.

Duties of ACHE. The duties of the commission include the following:

- To create and maintain an information system on higher education as needed to support the decision-making process of the commission.
- To analyze and evaluate the educational programs of the institutions of higher education on a continuous basis and make recommendations thereon.
- To prepare long-range plans for the development of higher education.
- To evaluate the budget requests of each institution of higher learning and make recommendations, and advise the governor and legislature thereon.
- To classify and prescribe the role of each institution and make recommendations to the legislature in event of disagreements.

ACHE has a strong tool in its authority to comment favorably or or unfavorably on proposed programs of the various state institutions of higher learning, despite the fact that it cannot provide or withhold funds. Furthermore, through its planning authority it may formulate rational programs on its own initiative, thus requiring the educational institutions to react to this initiative rather than the other way around.

Another important source of influence is its information system. Utilization of such a system tends to direct the early thinking of the institutions' own planners and administrators to opportunities for inter-institutional coordination, and to the factors relating to program size and program content, thus making easier the subsequent process of analysis and comment by ACHE. Complementary rather than unnecessarily duplicative educational programs tend to emerge, since each institution acquires clearer insights into the related needs and strengths of other colleges and universities and can adjust its own program accordingly. Furthermore, the sum of all educational programs may be related more closely to total educational needs of the public.

ACHE and Academic Libraries. The most notable initiative of the commission with respect to libraries was the creation in 1971 of an ad hoc Council of Librarians to consider the status and needs of the libraries of the institutions of higher learning, and to formulate standards against which the progress of each such library might be measured. This council made a report in 1972 which gave the resources of each academic library, formulated minimum standards, and calculated the deficiencies. The staff of ACHE updated the information in 1976, and progress toward the recommended goals was evident on an overall basis.

The standards developed by the Council of Libraries take into account the diversity of academic programs in setting requirements for library materials and thus they are related to the work of ACHE in recommending the distribution and levels of educational programs among the universities and colleges. The standards also have been used by the librarians in presenting their budgetary needs to their respective administrations. ACHE may comment on these standards just as it may with respect to other criteria used for planning the scope of educational programs.

Currently, in its own analysis of academic libraries' funding needs, ACHE is using a simpler formula similar to that developed by its counterpart agency in Texas.

ACHE and Libraries Other Than Academic. Coordination and cooperation in higher education are central themes for ACHE. The philosophy of interlibrary cooperation is clearly compatible with that organization's objectives. ACHE is also directly concerned that cooperative endeavors extend the capacity of academic libraries as a whole to meet the needs of higher education and to do so at the lowest possible cost. This is true not only of cooperation of academic libraries but among all types of libraries whenever the students and faculty of universities and colleges are benefited. Furthermore, under the now widely accepted concept of each person as a life-long student, and the specific need of former students and graduates for tools to carry out the purposes for which they were educated, universities and colleges tend to take a more broad and liberal view toward making their library resources universally available.

ACHE, therefore, is involved in an advisory capacity in the formulation of policy relating to the participation of academic libraries in interlibrary cooperatives, and in the determination of resources to be dedicated to the endeavor by their sponsoring institutions. Since ACHE itself is not a sponsor of academic libraries, nor is it a channel for their funding, the individual decisions for participation of academic libraries in systems and the amount of resources to be made available for that purpose rest with the respective universities and colleges.

State Department of Education

The State Department of Education (SDE) was created in 1919, corresponding generally to the entry of state governments more extensively into matters of education formerly almost exclusively of local concern. Its organization is defined by a 1969 amendment to the state constitution. It is financed largely from the Alabama Special Education Trust Fund.

State Board of Education. The board has nine members, eight of whom are elected for four-year staggered terms, and the governor who serves ex officio and is the president. A vice president, who is elected by the board, in practice presides at most meetings. The superintendent of education is the secretary and executive officer of the board.

The duties of the board, which relate primarily to the programs of public schools, junior colleges, and technical-trade schools, are:

- To determine policies for public education, including standardization and grading of schools and minimum course content.
- To furnish free textbooks for children in the public schools and certain others.
- To supervise educational programs in charitable and correctional institutions.
- To administer state financial aid to schools.
- To administer junior colleges and technical-trade schools established by the State.

State Superintendent of Education. The state superintendent of education is appointed by the board and serves at its pleasure. His duties are many, some prescribed by law, and others by the board, and relate to those enumerated above, in addition to others.

State Department of Education and Libraries. Two divisions of SDE are of particular importance to libraries: the division of instruction and the division of postsecondary and continuing education. The division of instruction has major responsibility for planning library development in the public schools and to advise schools in their endeavors to create and maintain school libraries as part of the educational programs offered. As a subdivision within the division of instruction a library/media unit has been established to carry out this function.

The division of postsecondary and continuing education is similarly concerned with the development of libraries in the postsecondary institutions for which it is responsible. Within this division, however, there is no staff assigned exclusively to library matters.

SDE has become, more so than in most other states, the major source of funds of public schools. The proportion of public school revenues from the State are approximately 70 percent, and of the remainder about half comes from federal funds. Nevertheless, considerable discretion has been left with local school boards regarding funding of school libraries, the major state influence coming from the accreditation process. SDE is also the channel for appropriations made on behalf of junior colleges, including their libraries.

SDE and School Libraries. The influence of SDE over school libraries is applied through the establishment of library standards linked to the school accreditation process and through advisory assistance from the staff of the library/media unit. The local school boards retain discretion for the operation and funding of school libraries within accreditation standards if accreditation is desired, or without regard to such standards if accreditation is not currently realizable.

No program of cooperation for libraries between school systems, nor with other types of libraries, is specifically funded as such by SDE, although the authority to undertake such a program appears to exist. Even though not singled out for special emphasis, cooperation between school libraries is viewed as desirable, however, as well as with other types of libraries, whenever public school purposes are reasonably served, and allocated funds may be used for this purpose.

Greatly increased state appropriations for local public schools plus greater emphasis on accreditation have resulted in a dramatic improvement in school libraries in recent years. Increased monies allocated by SDE for universities to offer educational programs in library and media services have simultaneously produced thousands of persons qualified for appointment as school librarians.

SDE and Junior Colleges. The authority of SDE over the 20 state junior colleges is greater than for the public schools in the sense that the Board of Education is the controlling authority for the junior colleges, there being no intervening authority as are local boards for the public schools. SDE approves the budgets of the junior colleges which set forth the specific items related to their libraries. In contrast to practice for public school libraries, no comprehensive standards for the junior college libraries have been adopted by SDE, although the State Board of Education may have such authority. Currently, the junior college libraries, the junior college administrations and SDE have the standards developed for junior college libraries by the ACHE Council of Librarians (COLACHE), those adopted by ACHE itself, and those of the Southern Association of Colleges and Schools. The COLACHE standards were developed at the same time as those for universities and senior colleges. With these standards at hand, the director of each junior college library may negotiate his budget with the college administration.

Authority of SDE to Encourage Cooperative Projects. The position of SDE with respect to the support of interlibrary cooperation appears to vary between public school libraries and junior college libraries.

School libraries, as already pointed out in the discussion of authority of the Alabama Public Library Service, are also public libraries by law. Thus the funding by SDE of interlibrary cooperation between libraries operated by school boards and those maintained directly by city councils and county commissions is probably not limited to a strict cost/benefit balance for libraries located in schools. This frees SDE from stringent requirements of cost/benefit measurement, although as a matter of public policy, since each type of library has its own funding sources, it is logical that in practice each library sponsor contribute its fair share to cooperation insofar as this may be ascertained.

The responsibility of SDE in matters of multi-type library cooperation involving junior college libraries is more immediate than for public schools. This is because the State Board of Education is the governing body for the junior colleges, a situation which does not obtain for public schools. Therefore, SDE is directly concerned with the planning and budgetary process of these libraries. It appears unlikely that SDE funding of cooperation between junior college and school libraries is free of contractual cost/benefit considerations, since the junior colleges are not classed as schools in state law. With regard to cooperation of SDE-funded libraries with university and special libraries, it also would appear that the usual cost/benefit factors would apply. Clearly, the legal relationships are complicated by the variety of library sponsorship and the varying statutes applying to library sponsorship and the varying statutes applying to library operations.

To summarize, the several positions of the State Department of Education regarding interlibrary cooperation appear to be the following: (1) it may support cooperation between school systems and public libraries; (2) it may support cooperation between junior college and public libraries only on a cost/benefit basis; and (3) it may support cooperation of school and junior college libraries with university and special libraries only on a cost/benefit relationship. Within such limitations SDE may foster multi-type library cooperation in concert with the Alabama Commission on Higher Education, public university boards of trustees, and the Alabama Public Library Service.

Government of State Universities

The 14 state universities are governed by 10 separate boards of trustees. For each such institution, library service is an essential and integral part of the educational program, and collectively their library resources are the richest of the State. Those of the University of Alabama, in both Tuscaloosa and Birmingham, and of Auburn University are the most extensive.

Except for the joint planning and coordination carried out by the Alabama Council on Higher Education, as already mentioned, these universities are autonomous divisions of the State. The state budgetary process, by which they receive most of their funds (with the exception of the University of Alabama in Birmingham which receives most of its funds from federal sources) is the principal means by which they are broadly directed by the governor and the legislature. In library matters each operates individually and cooperates with others according to perceived advantages. The quality of each institution's library is generally determined internally as part of the process of planning the total educational program under ever-present financial limitations. Differences in allocations of resources are related to variations in education programs from one university to another numbers of students, and other factors.

As already mentioned, at the behest of ACHE a Council of Librarians drafted a set of criteria for the purpose of relating library needs with library support. Additionally, as part of its accreditation process, the Southern Regional Board applies certain minimum standards to academic libraries. Such criteria constitute means for exercising the authority of university administrations over their libraries by enabling comparisons among academic libraries. At least for those academic libraries operating below the standards they also are tools of the librarians for pressuring the administrations to increase library funding.

University Authority for Interlibrary Cooperation. Universities may authorize their libraries to participate in interlibrary cooperation to the extent that institutional benefits correspond to the resources they dedicate to the effort. Beyond this the line is hard to draw. Interestingly, universities appear to be in a different situation than public libraries in one important aspect. No statewide executive agency (since ACHE is only advisory) is appropriated funds for interlibrary cooperation among state academic libraries, as is done by APLS for the public libraries. This is an important drawback to their freedom of cooperative action, with the library user being the first to suffer from this inflexibility.

Department of Archives and History, Supreme Court and State Law Library, and Other State-Supported Libraries

Within the state government are numerous other libraries with special purposes and clientele, some of which are especially important for essential services rendered. The Supreme Court and State Law Library and the Department of Archives and History are particularly outstanding.

Department of Archives and History. The Department of Archives and History was established in 1901. It is governed by a Board of Trustees, one from each congressional district, serving terms of six years, with the governor also serving ex officio. The director is appointed by the board for a term of six years. The law relating to the department is included in Sections 41-6-1 to 54 of the 1975 Alabama Code.

The duties of the department include the care and custody of official archives, the collection of historical materials on Alabama, the publication of the State's official records, the diffusion of knowledge in reference to history, and to provide information to the legislature and state officers. The department prepares the Alabama Official and Statistical Register and edits the Alabama Historical Quarterly. For a number of years it also carried major responsibility for assistance to public libraries, until its Public Library Service was placed under a separate board in 1939 and finally made a separate agency in 1959.

No obstacle to the department's participation in interlibrary cooperation is noted in the basic legislation of the department provided its own purposes are served. Due to the uniqueness and size of its collections, the department is a logical and important resource for interlibrary cooperation, and can better serve its own patrons if it also has ready access to the assistance of other libraries.

The Department of Archives and History receives its funds from the General Fund of the State.

Supreme Court and State Law Library. The Supreme Court, established in 1819, maintains a library which also serves as the State Law Library. It also serves the court of criminal appeals and the court of civil appeals. The library was established in 1828. The Supreme Court appoints a marshal-librarian, who manages the library. The relevant statutes are contained in Sections 12-2-150 to 160 of the 1975 Alabama Code.

The Supreme Court and State Law Library (SCSLL) maintains an active reference service utilized extensively by other types of libraries as well as individuals directly. The law does not specifically direct the library to provide service beyond that for the courts named, but the Supreme Court is authorized to prescribe rules and regulations which may so authorize. The library is not only an active and essential element of legal practice throughout the State, but a source of legal information for organizations of all types and for individuals. Many of the inquiries received are from libraries and in turn SCSLL calls for assistance from other libraries. It does not have responsibility of supervision or technical assistance to county law libraries, but in practice it provides considerable assistance to these libraries upon request.

Other State Libraries. Many agencies of the state government other than those already mentioned have libraries. Examples are those in hospitals and correctional institutions. Many are small. All may benefit from cooperative arrangements. In many cases they would be recipient of services rather than providers, due to the characteristics of their clientele and the limited library materials in their own collections.

Local Governments and Libraries

Three kinds of local governments sponsor libraries in Alabama: two are general-purpose local governments, namely the cities and counties; and the third is a special-purpose local government, the school systems.

City Governments. Historically, the cities of Alabama have been the prime supporters of public library service, although in many cases the public libraries were started as voluntary institutions by women's groups. Most of these libraries are organized within the structure of the city government where they are located.

Sections 11-90-1 to 11-90-4 of the 1975 Alabama Code (see Appendix D) provide that municipal governing bodies may establish and maintain public libraries and appropriate monies therefor. Such body is required to appoint a library board of five members, for staggered terms of four years, and must serve without compensation.

County Governments. County commissions have identically the same authority as municipalities to establish and maintain public libraries. Establishment of county libraries has occurred mostly in sparsely populated counties where strong city libraries had not been possible.

Powers and Duties of County or Municipal Library Boards. The library boards are given certain powers and duties under the law, including the following:

- To control the expenditures of funds.
- To erect or rent buildings.
- To purchase books and equipment.
- To use a variety of means for extending library service, such as branches, stations, bookmobiles, etc.
- To appoint a librarian and other staff.
- To manage and control the library to carry out the intent of the law.
- To maintain a record of library operations and finances.
- To submit such records and reports as may be required by the Alabama Public Library Service.

Joint Library Service. Section 11-90-4 of the Alabama Code gives broad powers for interlibrary cooperation to public library boards (or to the city and county governing bodies where public libraries do not exist).

There appear to be several ways under this statute to create cooperative library organizations, some of which have never been attempted. Despite the lack of precedent for some of the alternatives, the following interpretation is advanced. Any such local library board (or city or county governing body) has authority to contract for joint library service (a) with another library board, or (b) with a governmental agency, or (c) with a governmental instrumentality. Governmental agency and governmental instrumentality are not defined but this appears to give the local library board broad authority to contract for joint library operations with other local authorities such as school boards, with regional planning and development commissions, and with agencies of the State. Under such contract, the newly created joint library board may consist of as many members as may be agreed upon, as well as the number to represent each contracting authority. The joint library board is given the same authority as county or municipal library boards, already mentioned.

In 1977, 10 multi-county regional libraries were functioning, with governing boards appointed by 26 county commissions, 10 city councils, and 19 library boards, and bringing together in voluntary cooperation a total of 55 public libraries. Seven city-county public libraries were operating, the members of their joint boards appointed by seven county commissions and eight city councils on behalf of their respective public libraries. Other cooperative arrangements among public libraries have been organized within single counties, but without the creation of joint boards. No other types of library authorities such as school boards and university boards of trustees had joined in such formal cooperative arrangements.

An example of management of a joint public and school library by a board appointed from both a school board and a city council is the Marion County High School Community Library in Guin. In this case the library is physically located in a school building.

There are no examples of such joint governing arrangements, nor are they normally as feasible, with academic libraries. In these cases, as in many joint library enterprises, it is adequate and more satisfactory to contract for an exchange of services and mutual endeavors without disturbing the governance of any contracting library. This study focuses on such voluntary, cooperative means for developing library programs, leaving undisturbed the autonomy of each participant.

Public School Governments

Public schools in Alabama are special-purpose governments created as county or city school systems, of which there are 127. There are 67 county systems, one in each county of the State and 60 independent city school systems within said counties. Since 30 of the counties have only one system, the 60 independent city systems are scattered among the other 37 counties. Jefferson County has the largest number of city systems, totaling 8, including that of Birmingham.

The State Board of Education, although setting standards if accreditation is desired, leaves to local decision the allocation of state as well as local resources to the school libraries. In recent decades schools have found that dependence of their students solely on public libraries, especially for curriculum-related materials, is not educationally sufficient. Consequently, widespread establishment of school libraries has taken place ordered by local school boards, and their quality steadily improved.

The role of public libraries in the educational process continues unabated, although the nature and methods of official cooperation between the schools and public libraries are obviously changing in recognition of the growth of school libraries in both number and quality.

County School Systems and Libraries. Sections 16-21-1 to 3 of the Alabama Code (see Appendix B) authorizes county boards of education (or the county commission) to establish and fund "public libraries" in the schools. Or, in lieu of separate libraries for each school, the county board of education may establish a system of circulating libraries "under the same conditions." Some have done the latter by contract with public libraries.

City School Systems and Libraries. Section 16-11-23 of the Alabama Code (see Appendix C) authorizes city boards of education to establish and maintain "public libraries" under two conditions: (a) separate from public schools, or (b) in connection with public schools.

School Libraries and Multi-Type Library Cooperation. Alabama law, as above indicated, makes every school library a public library. Although this has practically no effect on the direct utilization of school libraries by other than pupils and faculty, it represents a broad grant of cooperative power to the school boards and the libraries established thereby. Clearly school libraries, being also public libraries, are authorized to cooperate with other public libraries. Even more significantly, since in the eyes of the law, school libraries are themselves "public" libraries, it appears that cooperation with public libraries may be carried on without strict necessity of a cost/benefit balance even though, in practice, financial imperatives would make it substantially necessary. School boards may finance library activities even when the public other than pupils and faculty are major recipients of service. In other words, patron classification is not involved--any citizen may be served. This principle is illustrated in the case of the Marion County High School/Community Library, which is only current example in Alabama of a fully integrated school and public library, governed by a joint board to which members are appointed by both the school board and the city council, and receiving state funds from both SDE and APLS.

The authority granted to schools for cooperation with public libraries is not expressly extended to academic and special libraries. Therefore, interlibrary cooperation in these cases may be limited by the same cost/benefit relationship obtaining in other instances already mentioned.

Conclusions and Recommendations

The diverse sponsorship of libraries in Alabama, both at the local and state levels, and the differences of purpose, methods, and clientele stemming therefrom, as well as other factors, such as geography, are features of library service which give rise to the need for interlibrary cooperation. Such cooperation is both more feasible and desirable than reorganization to centralize library operations. The concept of libraries as auxiliary to schools and colleges, for example, is not only valid, but too traditional to conceive of these libraries as reporting to one central library authority rather than the educational institutions they serve primarily. Public libraries, too, are linked by long tradition and reasonable public policy to their respective city and county governments.

In addition to the need for cooperation arising from diverse library sponsorship, other factors such as technological advances in library science, improved communications, vastly expanded publication, and growing user needs have made interlibrary cooperation more feasible and attractive. How may it best be accomplished?

The libraries of Alabama have ample contractual authority to participate fully and voluntarily in organized cooperative arrangements from which they receive benefits equal to their contributions. However, experience in many, if not all, states has amply demonstrated that interagency cooperation on a large scale does not flourish, and indeed is rarely undertaken, if it must be based on contractual considerations in which cost/benefit relations are difficult to establish, as in this case. On the other hand, outside funding in whole or in part makes cooperation feasible through agreement, while still preserving the autonomy and discretion of the participants. This approach, therefore, is not only a viable one for Alabama libraries, it is preferable.

Recommendations

A single state agency should be empowered to coordinate, assist, and fund cooperate library endeavors for all types of libraries.

Legislation should be adopted authorizing the state library agency to engage in multi-type library cooperation.

The present authority of all other state agencies, including that of the State Department of Education with respect to school libraries, and the Alabama Commission on Higher Education with respect to university and college libraries should remain unchanged.

The authority of local public libraries should remain unchanged.

V. ORGANIZATION AT THE STATE LEVEL FOR LIBRARY SUPPORT

Summary

In the early years libraries were established in municipalities, schools, colleges, and private institutions without involvement of the state. As need grew for interlibrary cooperation, and uniformity in minimum quality of library service, the state governments began to participate in library development. Some states are well advanced with respect to uniformity of service standards, but in most states are still in early stages of development with respect to interlibrary cooperation. Consequently, state organization designed to promote and assist interlibrary cooperation is often lacking or rudimentary. This is true in Alabama.

As the potential for benefits from interlibrary cooperation has grown, greater participation of state governments has been encouraged by federal legislation and funds, largely through the initiative of Alabama congressmen. With respect to library standards, all types of libraries have been improved as a result of the federal initiative. With regard to interlibrary cooperation, the effect is particularly notable in the organization, staffing, and operations of the Alabama Public Library Service, which has gradually accepted a broader role with the urging and support of the library community and the assistance of improved state funding. However, this role is severely limited by existing state legislation.

The library community of the nation, especially as represented by the National Commission on Library and Information Science, is urging all states to coordinate library services within their borders through cooperative means which will not infringe upon the autonomy of existing library organizations and their sponsoring agencies. This requires a central coordinating agency at the state level, with authority and funding ample to accomplish the tasks assigned.

The library community of Alabama is looking to the State to create such a central agency by designating the Alabama Public Library Service as the Alabama State Library and charging it with the duties of encouraging and supporting interlibrary cooperation among all libraries within its borders. The present organization as a separate agency under a board appointed by the governor is one which allows for an impartial attitude among various library interests and which also has a record of successful operation in many other states.

As academic, public, and school libraries increased over the years in number and importance, the need for state coordination and support has led to the establishment of state library agencies throughout the nation. In some cases a single state agency was given responsibility and in others it was divided among two or more. In all instances the elements of state governments with primary responsibility for a public function involving library service tend to be represented in an interlocking pattern of responsibilities which require cooperation for maximum benefits. In recent years more and more state governments have tended to place in a single agency responsibility for overall coordinative leadership.

Library Support by the State Government of Alabama

A few selected historical references will be helpful in gaining a perspective of library development in Alabama with emphasis on the state level.

1822 - University of Alabama Library established.

1828 - Supreme Court and State Law Library organized.

1891 - Birmingham Free Public Library established.

1901 - Department of Archives and History created.

1904 - Alabama Library Association organized.

1907 - Library Extension Division of the Department of Archives and History created to foster public and school libraries.

1910 - Andrew Carnegie made grants for 10 public library buildings in Alabama.

1910 - Eleven professionally trained librarians were working in Alabama (public - 5; academic - 4; school - 1; Department of Archives and History - 1), as a result of library education first initiated in 1887 in the United States.

1915 - Act adopted by legislature requiring all libraries other than private to make regular and special reports to the Department of Archives and History.

1930 - State Department of Education creates position of school library consultant.

1931 - Act passed by legislature but vetoed by governor to create a separate Alabama Library Commission with first annual appropriation of $10,000.

1933 - Alabama libraries were stimulated by assistance from
1943 Works Progress Administration.

1939 - Legislation adopted creating a Public Library Service with separate Board of Trustees as a division of the Department of Archives and History.

1956 - Federal Library Services Act adopted to spur rural library service.

1959 - Legislature and governor created the Alabama Public Library Service as a separate agency.

1965 - Alabama public libraries began to utilize funds from new Federal Library Services and Construction Act introduced by Senator Lister Hill and Congressman Carl Elliott of Alabama.

1970 - The Graduate School of Library Services, University of Alabama, was opened.

1976 - A new building was constructed to house the Alabama Public Library Service.

1977 - Alabama Public Library Service assumed statewide responsibility for service to the blind and physically handicapped and a wing was added to the APLS building for that purpose.

1977 - Preparations were begun for an Alabama Conference on Libraries, with interlibrary cooperation the major issue.

1978 - Bill introduced in Alabama legislature changing name of Alabama Public Library Service to Alabama State Library.

Nowhere apparent in the above list of dates is one very important element of community power structure in Alabama, namely, the womens' organizations. Not only were the early public and school libraries organized at their behest, but they also were the major influence of activity on a statewide basis. Note that the Alabama Library Association was organized in 1904.

It is no accident that three years later a library extension division was created in the Department of Archives and History. And so on down to the present day, the influence of women has been the continuing critical public factor in library progress in Alabama.

The Movement Toward an Alabama State Library

The Library Extension Division of Archives and History, created in 1907, was a durable organization, lasting until 1939. Its further development was unsuccessfully attempted, however, in 1931 by passage of a bill creating a state library commission to be known as the Alabama Library Commission. This was in the depths of the Great Depression. Apparently aware of Governor Benjamin Miller's desire to reduce state expenditures, the bill's sponsors, Senator Emmett F. Hildreth of Greene County and Representative G. C. Allen of Etowah County only proposed an annual expenditure of $15,000 for the new state library, and then amended that figure in committee to $10,000 with the further proviso "that said appropriation shall be paid when and if the Governor thinks that the condition of the treasury will warrant same." The bill passed with substantial margins, 47 to 14 in the House and 18 to 9 in the Senate, but Governor Miller was unmoved and a cryptic note returned the bill to the legislature without his approval.[10]

It was eight years later, in 1939, that a new Division of Public Library Service was created in the Department of History and Archives. That alone would have carried little significance, but the creation of a separate board for the Service was of great significance. It presaged the even greater hierarchial status as an independent agency, achieved in 1959. Thus, as a result of Governor Miller's veto in 1931, 28 more years were required to give library matters an organizational status in the state government that was needed for public library development.

It may only be speculated the additional progress which libraries might have made had the Alabama State Library been created in 1931, even with so small an initial appropriation. Importantly, two years later, in 1933, a six-year federal program of library assistance was initiated by the Works Progress Administration. Although Alabama libraries benefited greatly from such assistance in those difficult years, it seems reasonable to suppose that with a strengthened state library organization even more could have been done.

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[10] Legislative files, State of Alabama.

At the end of World War II libraries languished while many other sectors of society moved ahead vigorously. This ultimately led to federal intervention on behalf of rural library service with passage of the Library Service Act in 1956. This was legislation which Alabama's Senator Lister Hill and Representative Carl Elliott had introduced and encouraged over a period beginning about nine years earlier. The federal program had immediate repercussions on the Division of Public Library Service, as the determination of the library community for greater state participation in library progress finally brought about the creation of an independent state library authority, the Alabama Public Library Service (APLS) in 1959.

The reorganized service, revitalized by the federal program funds, carried out a program designed to extend library service to all persons in the State, and especially to the rural areas. A concept which had recently become popular in the United States, termed the regional library, was chosen for implementation in Alabama. It also was designed to involve county commissions, until then almost entirely ignored, in the library function by stressing bookmobile service to rural residents.

But gradually an even more important responsibility began to emerge, stemming from both the availability of federal funds and the urging of the library profession--APLS gradually was required to assume certain functions which were to the interest and benefit of all libraries, not just public. The broader responsibilities of APLS have not been undertaken so much on its initiative as on the pressure of events and the insistence of the library community. To a great extent the assumption of an expanded role has had to be resisted for lack of staff, program funds (federal funds being an important exception), and legislative authority. Therefore, only few and modest steps toward a central leadership position have been possible. But improved state funding in recent years has resulted in much improved organizational and staff readiness in APLS for the central role needed by the library community. Now, assuming agreement among all interested organizations for making APLS a comprehensive state library, Alabama could join with those states most prepared to move effectively forward in library matters in the decades ahead. This will require the passage of corresponding state legislation.

Other State Agencies Have Responsibilities for Libraries

As already pointed out there are state agencies other than APLS with important responsibilities for coordinating library and information service, especially the State Department of Education for schools and junior colleges, and the Alabama Commission on Higher Education for both senior and junior colleges.

In any program for library coordination these organizations will need to be involved fully in the process and the libraries of their concern will also need to be major cooperative partners.

It may be appropriately asked how the place of these state agencies may be adequately recognized and provided for in planning the organization of a new cooperative structure. In the course of this study it appeared that no interagency jealousies exist among state organizations concerned with libraries, nor did any reasons for their possible emergence become apparent. An important task, as Alabama moves forward in rationalizing its state organization for future library development, is to see to it that this salutary bureaucratic condition persists. This should not be difficult, as the advantages to be obtained are great. Furthermore, their attainment does not require diminishing existing institutional roles. In fact, the situation is the reverse. Both ACHE and the State Department of Education would be expected to assume roles more influential and library-supportive than in the past. Policies considered and decided would become more important in terms of the State and of its individual libraries. Any new structure devised for library cooperation should ensure that the full potential of the central school, college, and university authorities of the State is brought to bear. Specific proposals for accomplishing this are made later in this report.

The Developing Role of State Libraries

The need for a library coordinating agency in every state is emphasized by the National Commission of Libraries and Information Science (NCLIS). This commission has pointed out "that the existing pattern of libraries serving limited geographic areas or various special interests will lead to costly, uneven and wasteful services" unless changed. NCLIS calls for bringing the disparate elements of library service into an integrated cooperative system which would conserve local, state, and regional autonomy.[11]

The report also points to the need for state assistance in funding libraries. It calls for state libraries to change their image from that of merely an extension service to that of leadership in library systems. In effect, to an operating function would be added policy-making and coordinating responsibilities across the entire library field. Above all NCLIS proposes that the state library ensure that the total library and information resources of the State be used effectively and efficiently.[12] But in striving to do this NCLIS recognizes the existence of obstacles, including: (a) inadequate experience of libraries in working together, and (b) jurisdictional problems.[13]

It is apparent that emphasis will continue to be placed on central state library coordinating agencies to bring together a fractionated library function into a mutually supportive program. Library patrons, in the complex information system now existing and developing, simply cannot tolerate the confusing and ineffective alternative. If a fully effective library service is to be expected, the existence of such an agency is not only desirable, but necessary.

What is the justification for state participation in interlibrary cooperation? For many people familiar with library operations the need for cooperation among the various libraries seems obvious. However, there are others, even a few among librarians themselves, who have not considered the matter fully. In particular, why should a state government become involved in promoting and supporting interlibrary cooperation? If the individual libraries have, or are given, authority to agree on programs of cooperation among themselves, why call on the state, which may have comparatively few library resources, to assume a major role?

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[11] National Commission on Libraries and Information Science. Toward a National Program for Library and Information Science. Washington, D.C.: 1975, pp ix-x.

[12] Ibid., p. 20

[13] Ibid., p. 26.

Nevertheless, the states are being called upon, throughout the nation. It has been demonstrated repeatedly that enabling authority for interagency contracts seldom suffices for joint programs involving more than two agencies. When joint activities are undertaken, they are usually quite limited, specific, and precisely measurable in input and output, seldom broad and general. The burden of organization and management of large and complex cooperative programs becomes unacceptable in the view of potential participants whenever central administration for its assumption is lacking. With special exceptions, therefore, simple contractual agreement has not worked successfully for programs of the scope of comprehensive library cooperatives. A more fundamental organizational basis is required in these more sophisticated instances. It is natural to look toward state government.

The rationale for state participation rests on a number of grounds. It wants extensive resources in library materials to be present in the state. It has an interest in optimal accessibility to these books and materials among all the state's residents. It wants the state's financial support of libraries to obtain maximum effect. The state expects to benefit from the professional development and awareness of librarians made feasible through joint programs. State participation in library development, therefore, appears essential if adequate analysis, planning, and evaluation of library service is to be accomplished. By state participation imbalances in library service may be corrected by judicial allocation of resources. The state, because of its impartial position, can mediate contending forces that arise among library groups. It can undertake central administrative tasks not easily carried out by one of the cooperating "peers." Also, importantly, the state can take the broadest view of all, and thus give balance to plans and programs. If the library community calls for standards of performance, the state is the logical one to which it appeals for their promulgation. Importantly, the state ia a logical and probably the best agency to collect and disseminate statistics and information. Lastly, the library community requires a central agency to act on its behalf in dealing with other states and the federal government.

How State Libraries Are Now Organized

In considering the future of Alabama's library organization at the state level, it might be useful to examine the experience of other states. Most have state libraries designated as such. Some have broad authority to assist and coordinate all types of libraries. Others, like Alabama, have limited jurisdiction, usually strongest in relation to public libraries.

Similarity of state organization is found in many states, resulting partly from the precedents of eastern states as each more western state drafted their constitutions. But libraries were of no constitutional concern in the years most active in state admittance. State library agencies mostly have their origins in legislation, and an amazing variety has appeared. Few states are exactly alike in the structure of appointment and governance. A few of the variations in the executive authority of the state library are as follows: (a) state library reports to department of state; (b) an independent state library with a board appointed by the governor, with or without ex officio members; (c) a state library within a department of education, with or without a library board; (d) a state library with an elected director; and (e) a state librarian appointed by and reporting to the governor.

The state library authority of many states is a board appointed by the governor, as Alabama does in the case of the Alabama Public Library Service. The boards in turn appoint the director. Such states include Indiana, Louisiana, Nebraska, Oklahoma, Oregon, Nebraska, South Carolina, Texas, and Virginia. In addition, except for some members designated ex officio or appointed by legislature or other authorities, the same is true in Connecticut, Massachusetts, Missouri, New Hampshire, New Mexico, North Carolina, South Dakota, Utah, Washington, and Wyoming.

In some states the central library agency is placed in the state educational agency, including Alaska, Arkansas, California, Colorado, Hawaii, Minnesota, New Jersey, New York, Pennsylvania, Tennessee, and Wisconsin. Of these, there is a movement in Pennsylvania to set up a library commission independent of the educational authority, and proposed legislation has been drafted for this purpose. In Michigan also suggestions have been made to create a separate state library agency.

Criteria for Determining the Hierarchical Position of a State Library

A separate agency has the advantage of being able to arrive at policy decisions without the undue influence of irrelevant concerns. An agency appointed by or reporting directly to the governor has a potential power denied to organizations one or more levels removed. A separate agency is concerned with no other programs than libraries. A separate agency can take a neutral position regarding programs by type of library, and thereby be considered free of preference which might otherwise alienate some library group. It can speak for all libraries or any library without being labeled as partial. On the other hand, affiliation with a larger and stronger state agency can sometimes bring greater influence and funding.

The existence of a lay commission, rather than having the director reporting to the governor or some other state administrator, has potential advantages and disadvantages. The more active the library program, the greater is the demand usually placed on the time of the board. Members' interest may vary, affecting their participation. Incorrect role interpretations can create conflict among members and with the staff (and vice versa). Willingness of the members to curb any excesses of one of their own number is required for effectiveness. The most important advantage of a lay commission is the unprejudiced role which it can play among contending library professionals. A lay commission, in effect, represents any and all patrons. Its members "have no axe to grind." They represent democracy at work. They are acceptable mediators and arbitrators in cases of differences of opinion among librarians. They are free of bureaucratic impediments.

Establishment of a Comprehensive State Library Agency in Alabama

If a state library agency is to be established in Alabama for the purpose of furthering the effectiveness and efficiency of library service in partnership with all other interested agencies, the Alabama Public Library Service is the agency universally indicated by the people consulted during the course of this study as the logical foundation on which to build. It is an independent state agency, reporting to the governor, is governed by a lay board appointed by the governor, and has no other public responsibilities which might influence its policies toward libraries. It is already extensively involved with all types of libraries, with a staff drawn from school and academic as well as from the public library field. It is already the state library agency in the view of the federal government and virtually so in the eyes of the Alabama library community. Its statewide councils, committees, and task forces are composed of librarians from all types of libraries and from other state agencies. It has no peer in the State in developing library cooperation. If its responsibilities were widened by legislation to cover all library concerns, it would quickly assume its new duties, and Alabama would enter into a new era of library development. The further analysis and recommendations of this report are based on the assumption that APLS will be chosen by the legislature of Alabama, with the support of the library community, as the Alabama State Library, and made fully comprehensive in its concerns for library development. This anticipated decision, based on the above findings and analysis, appears not only to be sound, but also the only reasonable one under the circumstances. It should give the desired results. It should not be considered prejudicial to the functions of any other library organization--state or local, private or public--but viewed as offering new opportunities for all in carrying out their respective missions.

Findings and Recommendations

Findings

The following are the major findings regarding organization at the state level for libraries, together with recommendations:

1. The need for a central coordinating state library agency at the state level has increased in recent decades and now reached the point of urgency in order to satisfy public needs.

2. A state library agency, properly organized, would not diminish but rather strengthen the role of other state agencies concerned with library development.

3. The creation of a state library agency with multi-type library concerns is in accord with national library policy and trends in other states with the goal of an effective cooperative pattern of interstate and state-national relationships.

Recommendations

1. The Alabama Public Library Service should be redesignated the Alabama State Library with responsibility for coordinating multi-type library cooperation.

2. An executive board of five members appointed by the governor should continue to direct the redesignated organizations.

3. The other state agencies with board responsibilities for other libraries, especially the Alabama Commission on Higher Education and the State Department of Education, should be fully involved in policy formulation related to cooperatives.

VI. ACADEMIC LIBRARIES AND INTERLIBRARY COOPERATION

Summary

Higher education has experienced a phenomenal growth since World War II. In efforts paralleling this growth, academic libraries have been attempting to respond to the bibliographic and service needs of the burgeoning faculties and student bodies. Service demands beyond individual campuses and traditional patrons also have increased. Traditional library methods have proved inadequate despite much greater resources, leading the libraries to seek new technologies and new organizational approaches.

Alabama's present 54 university and college libraries share in the general problem of adjusting library methods to a changed and changing environment. They seek better ways of amassing the bibliographic resources most essential to their institutions' needs and of reaching beyond to resources only available elsewhere. They are faced with needs for staff and physical plants equal to handling the increasing volume.

In a 1972 report to the Alabama Commission on Higher Education a Council of Librarians made a series of recommendations for which facilitating organizational mechanisms are required and awaiting establishment. Meantime the problems are assuming greater urgency as a quadrupling of collections and a tripling of building space is facing the academic libraries in a steady growth pattern projected over the next 30 years, while still not sufficing under present methods to respond adequately to informational and service demands.

Current means for interlibrary cooperation as a way to improve resources and services are incipient or rudimentary in Alabama and are unequal to the promise of developing technologies as well as to the needs of patrons. Cooperative organization among all types of libraries in Alabama, adequately funded, offers bright prospects for academic libraries. Such organization logically would cover all necessary political and geographical levels, including substate, state, interstate, and national. Academic libraries should participate fully in the planning, operation, and governance of library cooperative systems so organized. In so doing academic libraries should join with other types of libraries in presenting effectively to the public and to the funding authorities of Alabama a comprehensive view of the value of libraries and their financial requirements. The Alabama Commission on Higher Education and the State Department of Education, in collaboration with the Alabama State Library, should be strengthened in their statewide role for the development of academic libraries.

The year 1977 marked 150 years since construction was begun for the University of Alabama, the State's first institution of higher learning. Methodist, Catholic, and Baptist institutions also opened colleges only a few years later. By 1977 there were 34 public and 20 private colleges. Many of the public junior colleges were established in the past 12 years. These institutions, along with the names of their library directors, are listed in Table 7.

Enrollment Growth in Alabama's Colleges

The growth of higher education since World War II has been a remarkable phenomenon. While student enrollments are expected to stabilize in the older sections of the country, the Sun Belt states will likely experience continued population growth and, consequently, increased enrollments in higher education. Furthermore, an increase in college students also is occurring because of high school graduation of a higher proportion of that age group than formerly. In Alabama, as set forth in Table 8, persons 25 years of age or older with four more years of high school increased 63 percent between 1950 and 1970. ACHE has pointed out that the number of first-time entering college freshmen, as a proportion of the preceding high school graduating class, rose from 33 percent in 1961 to 54 percent in 1971.[14/] It was concluded that the increase in the number of students in the 1970's would be nearly as great as in the 1960's.[15/]

Additionally, college students are staying in the educational system for more years. The number of students completing four years of college more than doubled between 1950 and 1970 (see Table 8). Graduate study expanded enormously, increasing program requirements and library needs accordingly. For all institutions of higher learning in the State, the growth in number of student (FTE) was from 102,221 to 117,021, or 14.5 percent, in the period from 1970 to 1975.[16/] Table 9 shows the growth in faculty and enrollment in

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[14/] Alabama Commission on Higher Education. Planning Document Number One For The System of Higher Education in Alabama; Historical Background, Current Situation, General Recommendations. Montgomery: 1975, p. 15.

[15/] Ibid., p. 29.

[16/] U.S. National Center for Educational Statistics. Library Statistics of Colleges and Universities, Institutional Data. Washington, D.C.: Department of Health, Education, and Welfare, 1972; U.S. National Center for Educational Statistics. Library Statistics of Colleges and Universities, Institutional Data. Washington, D.C.: Department of Health, Education, and Welfare, 1977.

Table 7

ACADEMIC LIBRARIES OF ALABAMA
1977

Total Public and Private Universities and Colleges in Alabama - 54 (34 and 20)

Library	Director
State Universities (14)	
Alabama Agricultural and Mechanical University (Normal)	Birdie O. Weir
Alabama State University (Montgomery)	John Buskey (Acting)
Athens College (Athens)	James D. Ballew
Auburn University	William C. Highfill
Auburn University at Montgomery	Richard T. Pastorett
Jacksonville State University	Alta Millican
Livingston University	Neil Snider
Troy State University	Kenneth Croslin
University of Alabama (Tuscaloosa)	James F. Wyatt
University of Alabama in Birmingham	Paul H. Spence
University of Alabama in Huntsville	John Warren
University of Montevallo	Robert B. Somers
University of North Alabama (Florence)	Ruth Dacus
University of South Alabama (Mobile)	Aaron I. Michelson
State Junior Colleges (20)	
Alexander City State Junior College	Frances Tapley
S. D. Bishop State Junior College (Mobile)	Robert L. Parker
Brewer State Junior College (Fayette)	Joe D. Acker
John C. Calhoun State Community College (Decatur)	Irlene Dobbins
Chattahoochee Valley State Junior College (Phenix City)	Estelle Owen
Jefferson Davis State Junior College (Brewton)	Janel Redditt
Enterprise State Junior College	Susan Sumblin
Jefferson State Junior College (Birmingham)	Burma Wallace
James H. Faulkner State Junior College (Bay Minette)	Barbara A. Moseley
Gadsden State Junior College	John B. White
Patrick Henry State Junior College (Monroeville)	Dale Welch
Theodore A. Lawson State Community College (Birmingham)	Ms. Johnnie C. Ricks
Northeast Alabama State Junior College (Rainsville)	Ann B. Bittel
Northwest Alabama State Junior College (Phil Campbell)	Eva Sparks
Snead State Junior College (Boaz)	Ara B. Sanders
Southern Union State Junior College (Wadley)	Robert M. Adams
George C. Wallace State Community College (Selma)	Judy Shepard
George C. Wallace State Community College (Dothan)	Helen Miller
George C. Wallace State Community College (Hanceville)	William Simpson
Lurleen B. Wallace State Junior College (Andalusia)	Sandra King

Table 7 (continued)

Library	Director
C. Private Colleges (15)	
Birmingham Southern College (Birmingham)	Barbara G. Scott
Daniel Payne College (Birmingham)	Emsie D. Colvin
Huntingdon College (Montgomery)	Glen Massengale
Judson College (Marion)	Mildred Yelverton
Miles College (Birmingham)	Mrs. H. R. Patterso
Mobile College	William N. Nelson
Oakwood College (Huntsville)	Jannith L. Lewis
Southern Benedictine College (Cullman)	Rev. Roger R. S. Lo
Samford University (Birmingham)	F. Wilbur Hembold
Selma University	Clara M. Walker
Southeastern Bible College (Montgomery)	Edith Taff
Spring Hill College (Mobile)	Marcia Findley
Stillman College (Tuscaloosa)	Martha L. O'Rourke
Talladega College	Juliette S. Smith
Tuskegee Institute	Annie G. King
D. Private Junior Colleges (5)	
Alabama Christian College (Montgomery)	Thomas W. Weaver
Alabama Lutheran College (Selma)	Joann Daniels
Lomax-Hannon Junior College (Greenville)	Lula Cannedy
Marion Institute	Mrs. Woody S. Moore
Walker College (Sumiton)	Riette Sue Bryant

Table 8

GROWTH IN INSTITUTIONS, FACULTY, ENROLLMENT, AND LIBRARY EXPENDITURES IN ALABAMA PUBLIC POST-SECONDARY, 1970-1971 TO 1975-1976[a]

	1970-1971	1975-1976	Percent of Increase (Decrease)
Public Four-Year and Graduate Institutions			
Number of Institutions	13	13	0.0
Faculty	5,089	4,800[b]	5.7
Full-Time Enrollment	44,167	47,756	8.1
Part-Time Enrollment	12,358	17,546	42.0
Public Junior Colleges			
Number of Institutions	18	20	11.1
Faculty	1,089	2,259	107.4
Full-Time Enrollment	14,095	29,315	108.0
Part-Time Enrollment	15,626	20,881	33.6
Total Public Universities and Colleges			
Number of Institutions	31	33	6.4
Faculty	6,178	7,059	14.3
Full-Time Enrollment	58,262	77,071	32.3
Part-Time Enrollment	27,884	38,427	37.8

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[a] All enrollment figures are average for the regular session. Athens College became a public institution after the beginning of the 1975-1976 academic year.

[b] Reason for decrease was not given with data.

Source: Alabama Department of Education, Annual Report 1971: Statistical and Financial Data for 1970-1971, Bulletin 1971-No.2, Montgomery, Alabama: 1971, pp. 254-269; Alabama Department of Education, Annual Report 1976: Statistical and Financial Data for 1975-1976, Bulletin 1976-No. 2, Montgomery, Alabama: 1976, pp. 322-333.

Table 9

RESOURCES OF ALABAMA'S ACADEMIC LIBRARIES
1974-1975

	Governance of Institution		
	Public	Private	Total
Number of institutions reported	33	21[a]	53
Enrollment, FTE	102,221	11,800	114,021
Bookstock (volumes)	4,328,485	1,163,472	5,491,957
Bookstock (titles)	3,226,774	976,601	4,203,3[illegible]5
Added volumes (previous year)	245,086	46,830	291,916
Expenditures for bookstock	$ 2,341.881	$ 256,954	$ 2,598,835
Expenditures (all library materials)	$ 3,887,667	$ 590,576	$ 4,478,423
Circulation	2,643,873	459,069	3,102,9[illegible]2
Interlibrary loans to others	21,978	456	22,4[illegible]5
Total net assignable area (sq. ft.)	1,268,111	244,389	1,512,500
Staff librarians	207.8	61.9	269.7
Operating expenditures	$10,690,594	$1,224,753	$12,244.7[illegible]3

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[a] Subsequently two institutions merged into Southern Benedictine College.

Source: U.S. National Center for Educational Statistics, Library Statistics of Colleges and Universities, Fall 1975 Institutional Data, Washington, D.C.: 1977.

Alabama's public colleges and universities from 1970-1971 to 1975-1976, where most of the increase occurred.

Table 8 also shows that the establishment of a state system of public junior colleges attracted large numbers of students to these institutions. This expansion of opportunities in higher education is having a decided impact upon the resources of academic libraries, not only upon those of the junior colleges, but increasingly upon those of the senior institutions as these students transfer to continue their education. Along with additional funds for materials must come new staff as well as new and more economical ways of achieving maximum use of increased appropriations.

University Libraries in Alabama

The senior institutions of higher education have important resources representing great progress, especially since World War II. The University of Alabama spent an average of $26,342 annually from the five years 1939-1944,[17] but in 1975-1976 reported spending $297,176 for books and a total of approximately $750,000 for library materials.[18] The University of Alabama, Auburn University, and the University of Alabama in Birmingham possess the major resources of the State, but the other senior institutions are greatly strengthening their collections, led by Jacksonville State University.

All of the 14 senior institutions except Athens College, which offers an upper-division undergraduate program, have graduate programs at the masters level. The larger universities have selected doctoral programs. The Alabama Commission on Higher Education works with the universities to insure that graduate programs undertaken will be adequately supported in resources and numbers of students. These decisions weigh heavily on library requirements among the respective institutions.

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[17] Alabama Educational Survey Commission. Public Education in Alabama. Washington, D.C.: The American Council on Education, 1945, p. 393.

[18] U.S. National Center for Educational Statistics. Library Statistics of Colleges and Universities: Data for Individual Institutions, Fall 1967. Washington, D.C.: 1969; U.S. National Center for Educational Statistics. Library Statistics of Colleges and Universities, Fall 1975 Institutional Data. Washington, D.C.: 1977.

Another factor influencing the libraries of the universities has been the growth of the junior colleges. These new institutions will supply upper-division students to the universities, many of whom will undertake graduate work. Continued growth in enrollment at these levels is foreseen in the universities. However, as a result of the establishment of the junior colleges, the proportion of lower-division students can be expected to decrease from what it otherwise would be. In short, the academic objectives of the senior institutions is changing, which in turn is requiring continual adjustment in library policies.

In addition to more students, faculty, and academic programs, the universities have been faced with an exponential increase in book production which now amounts to about 600,000 titles per year on a worldwide basis. The large increase in acquisitions, plus an even larger increase proportionately in other materials, has led most of the universities to join the Southeastern Library Network (SOLINET) for bibliographic assistance. The network is also widely used as a locator of needed titles for interlibrary loan. This development in a period of only about three years has focused attention on the advantages of joint action. Other, and much broader, cooperative endeavors are possible, including some of more direct interest and utility.

Comparable data for the libraries of the 14 senior public institutions is shown in Table 10. A large increase in volumes occurred during the eight yea However, the added volumes did not increase in proportion to the student body, which was to be expected under normal conditions, but which would also depend upon how many new academic programs were undertaken, especially at the doctoral level. Space tended to increase with size of the book collection; it doubled in the eight years. Expenditures almost tripled, since in this case the declining value of the dollar had to be taken into account. Overall, the data clearly indicate an eight-year period of rapid improvement in the major academic libraries of the State. It also clearly sets the stage for examining what can be done about interlibrary cooperation in order to make the best use of a large, rapidly growing, and overlapping combined resource that is still short of needed titles and perhaps, in some cases, of duplicate volumes.

Table 10

COMPARATIVE DATA FOR LIBRARIES OF FOURTEEN PUBLIC SENIOR ALABAMA UNIVERSITIES AND INSTITUTIONS OF HIGHER EDUCATION IN ALABAMA[a]

	Fall		Percent of Increase
	1967	1975	
Enrollment, FTE	52,186	68,709	31.6
Volumes	2,127,179	3,719,593	74.9
Titles	n.a.	2,724,679[b]	-
Added volumes	183,054	206,134	12.6
Net assignable square feet	494,401	985,736	99.4
Total library expenditures[c]	$3,137,272	$8,955,499	185.5

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[a] The 13 public universities and Athens College.

[b] Total number of unique titles in the 14 institutions as a whole probably did not exceed 1,300,000.

[c] 1966-1967 and 1974-1975.

Source: U.S. National Center for Educational Statistics. Library Statistics of Colleges and Universities: Data for Individual Institutions, Fall 1967. Washington, D.C.: 1969; U.S. National Center for Educational Statistics. Library Statistics of Colleges and Universities, Fall 1975 Institutional Data. Washington, D.C.: 1977.

Junior Colleges in Alabama and Their Libraries

In 1977 there were 20 public and 5 private junior colleges in Alabama. Since the establishment of a public junior college system in 1966, following an experimental period, this system of postsecondary education has assumed a role of major importance in the State.

In 1974-1975 enrollment in the public junior colleges of Alabama had burgeoned to 32,147 FTE students. However, due to the attractiveness of this program for part-time students, many with active careers in progress, the total number of individuals who attended public junior colleges was 50,196 by head count. In the development of these colleges the pattern of higher education in Alabama was greatly changed. The creation and development of libraries were immediate concerns of the new junior colleges. Rapid progress was made.

Obviously, considerable further expansion of the State's institutions of higher learning will take place before leveling off. Academic libraries will continue to feel the impact of increasing numbers of students and new educational programs. The burden will be especially heavy in those institutions offering graduate and professional work because such students normally make the heaviest use of library materials. With a population increase of 30 percent projected for 2020, and a higher percentage of the Alabama population attending college, an increase of 50 percent in enrollments above those of 1975 would seem likely. Thus, librarians would need to plan for an enrollment of 162,000 students (FTE) by that time. Such financial resources tend to lag behind need, such an increase calls for reexamination of policies and procedures for the delivery of library service, in the expectation that substantial beneficial changes may be effected which will permit academic libraries to maintain good quality service.

Library Resources in Higher Education

Despite the fact that no Alabama university had achieved the median figures for collections and staffs of the prestigious members of the Association of Research Libraries, by 1974-1975, as shown in Table 9, Alabama colleges and universities had accumulated a total of 5,721,341 volumes, which at an estimated cost of $17 each, represented at total investment of $97,262,797. In addition the collections of periodicals were extensive and the number of titles received was growing at a rate of about 7.6 percent annually. Alabama academic libraries expended $12,244,753 for operations in 1974-1975. They were housed in 1,512,000 square feet of building space, which at an estimated replacement value of $40 per square foot had a total value of $60,480,000. Each year as their institutions grow, so do the libraries. Through sizable appropriations the legislature has indicated that academic libraries are immensely important to the citizens of Alabama.

In junior colleges a particularly rapid growth has occurred. By 1974-1975, though their average age was less than 10 years, 20 public junior college libraries had acquired 548,016 books. Books were being added at an annual rate slightly greater than one per FTE student (38,952 in 1974-1975). Expenditures for books in 1974-1975 totaled $278,156. Total library expenditures in that year were $1,735,095.[19]

In the same year the private junior colleges reported 1,107 students (FTE), collections totaling 101,684, volumes added of 5,880 (over five per student), and book expenditures of $28,688. Their total library expenditures were $132,040. As is true in other states, enrollment in private colleges has continued to decline relative to public institutions.

The growth of junior college library service as a whole in Alabama from 1966-1967 to 1974-1975 is presented in Table 11. Important advances were made in responding to the needs of a rapidly increasing enrollment, occurring in most cases soon after opening the doors of the colleges for the first time. From a few tens of thousands of books, mostly in the private junior colleges, about three quarters of a million volumes are now on the shelves in the short space of 12 years from 1966 when the junior college system was established. Book acquisitions, as planned, have increased at a rate higher than enrollment. In the junior as in the senior colleges, never before in the history of the State have their students had access to more library resources. In no other period of history has an adult society so dedicated its wealth to the edification of the young, foregoing more immediate benefits it could enjoy for itself instead; good libraries are one fruit of this philosophy and the achievements have been substantial.

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[19] U.S. National Center for Educational Statistics, Library Statistics of Colleges and Universities, Fall 1975 Institutional Data. Washington, D.C.: 1977.

Table 11

GROWTH OF JUNIOR COLLEGE LIBRARIES IN ALABAMA 1974-1975

	1966-1967	1974-1975	Percent of Increase (Decrease)
Number of junior colleges reporting	21	25[a]	19
Enrollment (FTE)	14,786	32,147	117
Bookstock (volumes)	178,940	649,700	263
Bookstock (titles)	n/a	589,576[b]	-
Volumes per FTE student	12.1	20.2	70
Added volumes in the year	51,105	44,832	(12)
Circulation	n/a	513,051	-
Expenditures for books	$256,047	$ 306,844	20
Operating expenditures, total	$519,533	$1,867,135	259
Expenditures per FTE student	$ 35.14	$ 58.08	65
Net assignable space (sq. ft.)	128,253	312,742	144
Space per FTE student (sq. ft.)	8.7	9.7	11
Space for bookstock (sq. ft.)	n/a	43,315	-
Percent of space for bookstock	n/a	13.9	-

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[a] Additional colleges reporting in 1974-1975: Brewer State Junior College, Chattachoochee Valley Community College, George C. Wallace State Community College (Selma), Lurleen B. Wallace State Junior College.

[b] One researcher found in studying the collections of the public junior colleges as a whole, when in 1974 the total volumes were 545,721, that only about 133,508 titles were represented. This signified that an average of 3.94 copies of each title were in the public junior college system. Joe David Acker, Management Criteria for the Utilization of Automated Procedures in Technical Service Activities in the Libraries of the Public Junior Colleges of Alabama. (Ph.D. Dissertation) University of Alabama, 1977, p. 165.

Source: U.S. National Center for Educational Statistics, Library Statistics of Colleges and Universities; Data for Individual Institutions, Fall, 1967. Washingt D.C.: 1969; U. S. National Center for Educational Statistics, Library Statistics of Colleges and Universities, Fall 1975 Institutional Data. Washington, D.C.: 1977.

Selected data on all academic libraries for the academic year 1974-1975, reduced to comparable units, may be seen in Table 12. In the four-year institutions in 1974-1975 the resources per student are shown. The table reflects a difference in expenditures per student and volumes per student between public and private two-year colleges which probably stems from three factors, the newness of the public institutions, differences in their academic programs, and the fact that private institutions generally have smaller enrollments. Discrepancies exist among individual academic libraries, of course, and those in the public sector at least are doubtless a reflection of the internal process of resource allocation.

Growth Planning for Academic Libraries in Alabama

The growth in enrollment of the universities and colleges since World War II has been reflected in the tremendous demands made upon their libraries. But enrollment alone did not account for all the pressures on academic libraries. Two other factors played a significant part in generating demand for library services, namely, the proliferation of major study areas and the so-called knowledge explosion, both of which necessitated a vast increase in the number of books, periodicals, government documents, and other materials to be acquired. Although each academic discipline was aware of the changes influencing its area of knowledge, the totality of the effect on academic libraries was not always fully appreciated outside the library profession. As a result, academic librarians have initiated special efforts to inform the administrations of their institutions of the new and vastly increased demands for library service. They have not always succeeded.

Hoping to alleviate the situation, the Alabama Council on Higher Education (ACHE) organized a Council of Librarians (COLACHE) to study the library needs of the public colleges and universities. COLACHE made a report in July, 1972, which identified important shortages against standards for public academic libraries which it devised and proposed as reasonable for Alabama.[20/] These deficiencies occurred in books, periodicals, and documents, as well as numbers of library personnel. A substantial number of proposals for development of academic libraries emerged from the COLACHE review.

[20/] Alabama Commission on Higher Education. Council of Librarians. Report on Status of Academic Libraries in State Universities and Colleges. Montgomery: 1972.

Table 12

SELECTED DATA FOR ALABAMA UNIVERSITIES AND COLLEGE LIBRARIES 1974-1975[a]

	Universities	Four-Year Institutions With Graduate Programs		Four-Year Institutions With No Graduate Programs		Two-Year Colleges	
	Public[b]	Public	Private	Public	Private	Public	Private
Number of institutions providing data[c]	2	13	2	1	12	19	6
Enrollment	29,149	41,418	3,388	614	7,305	31,040	1,107
Volumes per FTE student	61	47	69	97	113	18	92
Percent unique titles	72	71	71	99	88	92	85
Volumes added per FTE student	4.7	6.3	4.5	3.0	3.7	7.1	5.8
Circulation per FTE student	31	29	64	60	30	16	21
Interlibrary loans (to others as percent of titles)	0.5	1.0	-	0.003	-	.2	.01
Square feet space per FTE student[d]	13	14	14	19	23	9	27
Percent of space in bookstacks[e]	30	22	32	34	33	13	22
Library operating expenditures per FTE student	$121.29	$130.00	$109.30	$81.00	$143.98	$55.90	$119.28

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[a] Classification of institutions are those of the source.

[b] No private institution was so classified.

[c] See Table 7 for list of institutions.

[d] Of the total net assignable space.

[e] Calculated at one square foot per 15 volumes.

Source: U.S. National Center for Educational Statistics, Library Statistics of Colleges and Universities, Institutional Data, Fall 1975. Washington, D.C.: 1977.

Since completion of the COLACHE report in 1972 academic libraries as a whole have made further progress, developing in some respects at a slightly higher rate than the increase in number of faculty and students. ACHE has brought the figures up to date for 1975-1976 (subject to possible amendments). Table 13 indicates that an increase of 44.7 percent in the bookstock had occurred in 13 public universities during the five-year period. This was a greater increase than the 34.9 percent which would have occurred had the standards set forth by COLACHE been strictly applied. Four universities had moved from a deficit to a surplus position in volumes held based on the minimum standards which had been suggested by COLACHE. Similarly, progress was made in the holdings of periodicals and in the rate of progress toward meeting the ultimate adopted goals. Nonetheless, further progress is still needed in some institutions.

Future Growth in Library Materials in Academia

The book collections of Alabama's academic libraries have more than doubled in the eight years from 1966-1967 to 1974-1975. Under current trends they seem likely to double again by about 1986 and perhaps double again before the year 2010. If so, this will bring the collections in that year to 22,841,016 books, or over eight times that of 1967. The cost for 20,094,219 books added after 1967, calculated at $17 per volume, will total $341,601,723 in the next three decades.

Space for this many books will require, at a conservative rate of 12 books per square foot, a total of 1,903,418 square feet, more than the total academic library space used in 1974-1975. Subtracting the 366,025 square feet reported as dedicated to bookstock in 1974-1975, a total of 1,537,393 new square feet of book space will be required. At $40 per square foot (1978 dollars) the capital outlay needed could amount to $61,495,720. This does not include, of course, additional space that will be necessary for periodicals, staff, users, etc. By adding such additional space the amount could reach $100 million, which for purposes of comparison is equal to the entire amount proposed in the 1978 Alabama legislative session for capital outlay of all programs of public universities and colleges.

Table 13

STATUS OF COLLECTIONS IN SELECTED ALABAMA ACADEMIC LIBRARIES
1970-1971 AND 1975-1976

	1970-1971		1975-1976				
	Number of Institutions	Collections	Number of Institutions	Collections	Five-Year Increase (Decrease)	Average Percent of Increase (Decrease)	Increase (Decrease) Per Year
Bookstock							
Collection Goal	13[a]	4,142,942	13[a]	5,486,893	1,343,951	34.9	289,102
Holdings in Volumes	13	2,654,178	13	3,831,289	1,177,111	44.7	235,422[b]
Net Deficit	-	1,488,764	-	1,655,604	166,840	11.2	33,368
Deficit	11	1,513,940	7	1,848,828	344,888	22.1	66,980
Surplus	2	25,176	6	193,224	168,048	667.5	33,610
Periodicals							
Periodicals-Goal	13[a]	27,778	12[c]	32,431	4,653	19.3	931
Holdings	13	23,843	12	33,963	10,120	42.4	2,024
Net Deficit	-	3,832	-	(1,532)	(5,364)	(100.0)	(1,073)
Deficit	9	4,913	6	4,567	(346)	(.07)	(69)
Surplus	4	1,081	6	6,099	5,018	4.64	1,004

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[a] Alabama A&M University, Alabama State University, Auburn University, Auburn University-Montgomery, Jacksonville State University, Livingston University, Troy State University-Troy, University of Alabama, University of Alabama-Birmingham, University of Alabama-Huntsville, University of Montevallo, University of North Alabama, University of South Alabama.

[b] With no increase in faculty, students, or fields of study, at this rate of increase the deficit in a number of volumes would be eliminated in eight years (assuming the same rate of discard).

[c] Data regarding periodicals for Auburn University-Montgomery were not supplied.

Source: Alabama Commission on Higher Education. Summary Report of Council of Librarians (for 1970-1971), Montgomery, 1972; preliminary data of Alabama Commission on Higher Education (for 1975-1976).

During part of the period immediately ahead the emphasis may continue on building junior college collections because of the rapid enrollment growth. In 1974-1975, book acquisitions per student were the highest for public junior colleges, as a group, as shown in Table 12. However, the greater bibliographic needs of upper-division and graduate students will always require the universities to provide the stronger collections, and the three major universities are likely to need additional library appropriations in response thereto.

Private academic libraries also faced important needs in recent years. The expenditures for books and other materials for both public and private academic libraries in the State during 1974-1975 are shown in Table 14. Despite the fact that the number of books per student, as already noted in Table 12, is greater in the collections of the private academic libraries, their total expenditures for collection development have been far less than that of the public institutions. The 3.7 volumes added by the four-year private institutions in 1974-1975 compared favorably with the 6.7 of public institutions, considering that the latter had graduate programs while the former did not.

The total of $4,478,423 for books was 61 percent of the $7,304,245 expended for all library materials by all academic libraries that year, and represented 36 percent of total operating expenditures. The percent of total expenditures allocated to library materials was quite similar among the institutional groups. (Since 1974-1975 Athens College became a state college and benefited from an increase in library funding).

Growth in Library Staff in Academic Libraries. Compared to that of library materials, the increase in number of staff members in public university libraries was more modest in the period from 1970-1971 to 1975-1976, and more closely related to increases in student body and faculty (see Table 15). Based on COLACHE's formulas, the 13 public universities retrogressed during that five-year period.

Financial Costs to Reach COLACHE Goals. Substantial additional appropriations will be required to reach the goals for 13 senior institutions included in the COLACHE report. For the 1975-1976 deficiency in volumes of 1,655,604, calculated at $17 per volume, the amount required comes to $28,145,268. Space for such a collection, estimated at $40 per square foot for each 10 volumes, will be $6,622,416, less whatever space may already be available. Professional

Table 14

EXPENDITURES FOR LIBRARY BOOKS AND MATERIALS IN ALABAMA UNIVERSITIES AND COLLEGES IN 1974-1975

Category of Institution	Number of Institutions	Expenditures for Library Materials 1974-1975[a]	Percent of Materials Budget for Books	Total Library Expenditures Per FTE Student
Public				
Universities	2	$1,366,246	62.2	$46.87
Four-Year/Graduate	13	2,060,600	58.4	49.79
Four-Year	1[b]	10,107	59.3	16.46
Two-Year	19	450,714	61.7	14.52
Subtotal	35	$3,887,667	60.1	$39.18
Private				
Four-Year/Graduate	3	$ 256,359	83.0	$40.13
Four-Year	12	293,840	61.6	40.22
Two-Year	5	40,557	59.1	36.63
Subtotal	20	$ 590,756	70.7	$39.93
Total	53	$4,478,423	61.3	$39.27

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[a] Does not include binding.

[b] Athens College.

Source: U.S. National Center for Educational Statistics, Library Statistics of Colleges and Universities, Fall 1975, Institutional Data, Washington, D.C.: 1977.

Table 15

STATUS OF STAFFING IN SELECTED ALABAMA ACADEMIC LIBRARIES[a]
1970-1971 AND 1975-1976

	Number of Institutions	Staff 1970-1971	Number of Institutions	Staff 1975-1976	Five-Year Increase (Decrease)	Percent of Increase (Decrease)	Increase (Decrease) Per Year
Professional Staff							
Goal	13	170.0	13	247.8	77.8	45.7	15.6
Current	13	129.0	13	176.8	47.8	37.1	9.6
Net Deficit	12	41.0	13	71.0	30.0	73.2	6.0
Deficit	11	43.0	13	71.0	28.0	60.6	5.6
Surplus	1	2.0	0	0.0	(2.0)	-	(.4)
Support Staff							
Goal	13	271.0	13	415.1	144.1	53.2	28.8
Current	13	203.5	13	226.2	22.7	11.2	4.5
Net Deficit	13	72.5	12	194.0	121.5	167.6	24.3
Deficit	11	87.0	12	197.2	110.2	126.6	22.0
Surplus	2	14.5	1	3.2	(11.3)	(77.9)	2.3

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[a] Alabama A&M University, Alabama State University, Auburn University, Auburn University-Montgomery, Jacksonville State University, Livingston University, Troy State University-Troy, University of Alabama, University of Alabama-Birmingham, University of Alabama-Huntsville, University of Montevallo, University of North Alabama, University of South Alabama.

Source: Alabama Commission on Higher Education, Summary Report of Council of Librarians (for 1970-1971) Montgomery, 1972; preliminary data of Alabama Commission on Higher Education (for 1975-1976).

staff requirements to meet the desired standards, based on COLACHE's 1975-1976 deficit of 71 persons, at an estimated average salary of $12,000 per year, would have called for $1,512,000 annually, or total additional budgetary requirements for staff of $2,364,000 per year. Furthermore, continued growth in academic programs and students will raise these financial requirements even higher in the foreseeable future.

In summary, for the university libraries to meet COLACHE's goals from the 1975-1976 position would require a catch-up expense, over a planned period of years, in books and in space to shelve the books of an estimated $34,767,684 above the usual library revenues, plus additional operating expense for personnel of $2,364,000 annually. These figures do not include costs for additional periodicals, equipment, etc.

The 1977-1978 appropriations act provided $11,079,402 for the 14 state universities (see Table 16) and may be compared to their reported operating expenditures of $8,905,888 in 1974-1975. The increase corresponds to approximately 7.5 percent for each of the three years. When the increased enrollment and additional academic programs are considered, this rate of increase may not even have offset the inflation of the dollar. Certainly any substantial gain toward meeting COLACHE standards could hardly have been made. It was a "status quo" program.

The ACHE Formula for Library Financing. In practice the COLACHE formula for reaching the standards proposed has not been used by ACHE in formulating its recommended funding for academic libraries. Instead it has utilized a somewhat more simple formula similar to that used by the states of Tennessee and Texas. In Table 17 are the formulas utilized in the budgets recommended by ACHE for 1976-1977 and 1977-1978 (junior colleges were added in the 1977-1978 presentation). In each case the dollar figure shown is per annual student credit hour (unweighted) projected for each level.

The 1977-1978 recommendation accepted the average quality of Alabama's academic libraries and merely added a percentage related to the declining purchasing power of the dollar. At the rate of funding recommended by ACHE the library standards proposed by COLACHE cannot be reached. Either there has been no agreement on standards or ACHE has placed funding priorities elsewhere. The overall increase in the budget recommendation of ACHE for higher education as a

Table 16

APPROPRIATIONS TO UNIVERSITY LIBRARIES IN ALABAMA
1977-1978

University of Alabama		$ 1,489,876
University Library	$1,280,474	
College of Community Health Services	101,797	
Other (restricted funds)	107,605	
University of Alabama in Birmingham		1,561,307
School of Medicine	279,300	
University College	1,118,756	
School of Optometry	5,088	
School of Health and Allied Health Resources	22,782	
Regional Technical Institute	15,411	
Joint Health Sciences	2,100	
School of Dentistry	84,695	
School of Nursing	33,175	
University of Alabama in Huntsville		336,981
University Library	310,463	
School of Primary Medical Care	26,518	
Alabama A&M University		544,051
Alabama State University		757,344
Auburn University		2,308,292
University Library	2,296,142	
Instruction, Research, and Development	12,650	
Auburn University in Montgomery		740,035
Jacksonville State University		1,029,000
University Library	1,009,000	
Gadsden Program	20,000	
Livingston University		99,810
University of Montevallo		219,000
University of North Alabama		516,567
University of South Alabama		699,139
University Library	315,789	
College of Medicine	383,350	
Troy State University		706,575
University Library	539,130	
Fort Rucker/Dothan Program	138,160	
Montgomery Program	29,285	
Athens College		70,925
Total		$11,079,402

Source: Act 637 of Legislature of Alabama, approved May 20, 1977.

Table 17

ACADEMIC LIBRARY SUPPORT FORMULAS RECOMMENDED BY THE ALABAMA COMMISSION ON HIGHER EDUCATION 1976-1977 AND 1977-1978

Type of Institution	Student Level	Amount Per Unweighted Credit Hour 1976-1977	Amount Per Unweighted Credit Hour 1977-1978	Percent of Increase
Junior College	Lower Division	-	1.94	-
University	Undergraduate	2.53	2.66	5.2
University	Graduate 1	5.08	5.34	5.1
University	Graduate 2	21.71	22.84	5.2
University	Law	13.40	14.10	5.2

Sources: Alabama Commission on Higher Education. Recommended Unified Budget for Postsecondary Education by Spending Units, 1976-1977 Fiscal Year. Montgomery: 1976; Alabama Commission on Higher Education. Recommended Unified Budget for Postsecondary Education By Spending Units, 1977-1978 Fiscal Year. Montgomery: 1977.

whole in 1977-1978 was 29 percent over the previous year, almost six times above the 5.2 percent increase recommended for libraries. Clearly, neither the coordinating authority for higher education nor the legislature has responded to the full representations of COLACHE regarding need for further substantial progress in library quality.

In 1972 report of the Council of Librarians, Alabama Commission on Higher Education dealt with many concerns of the junior college libraries and their cooperative relations with the universities. The recommendations for a statewide newsletter on accessible acquisitions, a union catalog, sharing of films and other expensive materials, centralized processing, etc., are still awaiting implementation.[21/] Such response could not be expected, of course, to come from the individual libraries acting alone. It is reasonable to suggest the necessity of coordinated effort and funding at the state level, as did one junior college library director.[22/] This study addresses itself to that objective.

Comparative State Funding of Academic Libraries. It is logical to inquire if the funding requests of COLACHE are too high in comparison with the experience of higher education in other states. The 1972-1974 study conducted by the Southeastern Library Association provides comparative data for nine states in the southeast. According to the study, Alabama ranked last in library expenditures per student in 1972. In fact, Alabama was far below the other states, with the exception of South Carolina. If this situation had persisted over a long period, which appears to have been the case, the "catch-up" proposal presented by COLACHE had special merit, provided the economy of the State would allow its adoption (see Chapter III for comments on recent substantial improvements in the economy of the State relative to the country as a whole and to the southeast).

[21/] Joe David Acker, Management Criteria for the Utilization of Automated Procedures in Technical Service Activities in the Libraries of the Public Junior Colleges of Alabama (Ph.D. Dissertation). University of Alabama, 1977, p. 5.

[22/] Ibid., p. 184.

Table 18

AVERAGE BEGINNING SALARY FOR MLS HOLDERS IN PUBLIC AND ACADEMIC LIBRARIES OF THE SOUTHEAST 1972

State	Average Minimum Beginning Salary for MLS Holder: Academic Libraries Amount	Academic Libraries Rank	Public Libraries Amount	Public Libraries Rank	Amount of Difference For Public Libraries
Florida	$8,499	1	$7,837	5	- 662
ALABAMA	8,006	2	6,610	9	-1,396
North Carolina	7,565	3	8,379	3	+ 814
Georgia	7,539	4	8,589	1	+1,050
Virginia	7,501	5	8,500	2	+ 999
Tennessee	6,857	6	7,650	7	+ 793
Mississippi	6,797	7	8,249	4	+1,452
Kentucky	5,743	8	7,364	8	+1,621
South Carolina	5,437	9	7,786	6	+2,349
Region	7,134	-	8,057	-	+ 923

Note: Seven of the nine states including Alabama reported no shortage of beginning librarians.

Source: Southeastern Library Association. Libraries and Library Services in the Southeast. A Report of the Southeastern States Cooperative Library Survey, 1972-1974. University, Alabama: The University of Alabama Press, 1976, Table 276 (p. 278), and Table 277 (p. 279).

The Alabama Commission on Higher Education has taken no position on the detailed recommendations of COLACHE, but has a recommended funding level based on credit hours, as mentioned. Similarly, the State Department of Education, in its coordinative and policy role with respect to the junior colleges in particular, has not dealt with the aspects of the COLACHE report which would require extensive interlibrary cooperation. No doubt an adequate response to deal with some of the proposals would also require the participation of all academic libraries and the public libraries. In general, it would appear that whatever each individual library director may do within his or her authority, the way for action is clear, but things which need to be done collectively have not progressed so fast, if at all. Clearly, not only are current resources and services behind, but collective organized means are also inadequate.

Probably a more fundamental question now, in view of the tremendous potential expenditures in the immediate future and for several decades thereafter, is whether new and promising methods for library service might not accomplish two major goals: (1) better service than is available with current methods, and (2) lower unit costs under the new methods. This study addresses itself to one aspect of that question: the organization, planning, and evaluation of library service in its totality in the State, on a continuing basis, to the end that prompt discovery and application of new methods will achieve optimal cost/effectiveness. The COLACHE report opens many avenues for change. During the course of this study many directors of academic libraries have expressed their desire for new directions in library affairs. They are mindful of the necessity for making the most effective use of the appropriations they receive.

Toward Greater Effectiveness of Academic Libraries

The almost minimal increase in library funding approvals of most university and college administrations, ACHE, and the State Department of Education, and the legislative and executive branches of the State in recent years indicate indifference to the needs of academic libraries in Alabama beyond the current rate of expenditures. Perhaps the time has arrived for a new look at appropriations based on greater sharing of resources and services. That would be in accord with the growing cooperative potential and hopefully generate a corresponding response from funding authorities.

The library profession, including its leaders in Alabama, are involved in just such an effort. Without retreating from their insistence for better library service to student, faculty, and researchers, they are examining more closely the means for providing it.

The past decade in the United States has been a period of rapid expansion for libraries as well as for higher education generally. Resources have been strengthened, new and more functional buildings have been erected, and staffs have been expanded. Although a number of librarians, especially in the largest libraries, would argue that this expansion never quite kept up with the demand, nonetheless academic libraries were strengthened in ways that would scarcely have seemed possible in the period prior to World War II.[23]

A byproduct of such expansion was the realization that better ways needed to be found to reduce costs in technical processing, to share little used materials, and to facilitate the work of the average student and faculty member. Rising costs, especially in the creation of bibliographic records, could not be sustained indefinitely. Thus the Ohio College Library Center (OCLC) came into existence to enable Ohio libraries, and subsequently many others across the country, to make the maximum use of a national bibliographic record created at the Library of Congress. This cooperative agency also permitted cataloging records from many libraries to be shared with other libraries obtaining the same materials. The Southeast has benefited from such efforts through the Southeastern Library Network (SOLINET), one of the regional outlets for OCLC. In time, this harnessing of the computer to the storage and retrieval of bibliographic records should stabilize and then reduce the costs of processing for most academic libraries. This sharing of bibliographic expertise has tremendous significance not only for processing library materials but also ultimately for interlibrary sharing, since records created in the national and regional data bases can be used for locating materials at the library nearest to the user. Probably no cooperative development in the last 25 years has more promise for improving the operations and services of academic libraries.

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[23] Edward G. Holley, "What Lies Ahead for Academic Libraries?" in Herbert Poole, ed. Academic Libraries by the Year 2000. New York: Bowker, 1977, pp. 7-33.

Other developments on the national scene have involved attempts to examine the internal management of libraries, e.g., the Management Review and Analysis Program of the Association of Research Libraries and the Academic Library Development Program of the Council on Library Resources. Studies have been made of the accessibility and use of materials with an attempt to develop better guidelines for what should be acquired in the first place. As the cost of serials rose and took an increasing percentage of the book budget, librarians began scrutinizing much more carefully their library acquisitions.[24] Several conferences raised question about the wide-ranging nature of the materials acquired, notably one in Chicago in April, 1975, called *Farewell to Alexandria: Solutions to Space, Growth, and Performance Problems of Libraries*.[25] While some would argue that the solutions proposed had more applicability to small colleges than to universities, there was heavy stress on cooperative endeavors to be sure that collection development enabled each library to secure those items most immediately needed by their own faculty and students. Publication of Michael Buckland's *Book Availability and the Library User* (1975)[26] was hailed as a landmark work on this problem. Some national and/or regional plan, presumably the one under discussion by the National Commission on Libraries and Information Science, has been encouraged as one solution for the acquisition of that essential but little used body of literature needed by a relatively small number of researchers. The question of the source of funding for cooperative ventures has not yet been answered.

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[24] Richard de Gennaro has written extensively on this topic. His articles include: "Austerity, Technology, and Resource Sharing," *Library Journal*, 100:917-23 (May15, 1975); "Escalating Journal Prices: Time to Fight Back," *American Libraries*, 8:69-74 (February, 1977); "Copyright, Resource Sharing, and Hard Times," *American Libraries*, 8:430-435 (September, 1977); and "The Changing Fortune of Research Libraries: A Response to 'Pit and the Pendulum'," *Library Journal*, 103:320-321 (February 1, 1978).

[25] Daniel Gore, ed. *Farewell to Alexandria: Solutions to Space, Growth, and Performance Problems of Libraries*. Westport, Connecticut: Greenwood Press, 1976.

[26] Michael K. Buckland. *Book Availability and the Library User*. New York: Pergamon Press, 1975.

Recently a study at the University of Pittsburgh[27] has reportedly discovered a high level of unused materials among current acquisitions at that university which raises further questions about the cost to an individual library of acquiring and housing these relatively expensive materials. The Pittsburgh study has been cited as another indication of the need for libraries to explore reasource-sharing as one answer to their constantly rising costs.[28]

That cooperative acquisitions, cataloging, and interlibrary lending have a long history in the United States is apparent to any student of such problems. Yet an increasing number of people believe that such cooperative activity has resulted, at best, in modest advances. What now seems needed is a better identification of specific materials to be acquired, based upon their probable use, and the creation of networks which will facilitate the sharing of resources and services for all citizens at less cost. Clearly Alabama does not need a major research library in every city in the State. Clearly it also already has some centers of major strength. The question which this study has attempted to answer is, "How can these resources, and others yet to be acquired, best serve the needs of all Alabama citizens?"

Interlibrary Loans and Alabama's Academic Libraries. As shown in Table 19, items borrowed on interlibrary loan by Alabama's academic libraries were significantly low in 1972, amounting to less than half the volume of nine states in the southeast. Interestingly, the items were borrowed about equally from public and other academic libraries, both in Alabama and the southeast.

By 1974-1975, as shown in Table 20, the number borrowed had increased. The University of Alabama and Auburn University combined loaned 2,842 more items than were borrowed. The smaller public colleges and the private colleges borrowed more than they loaned. Total volume was still relatively low, however.

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[27] Thomas J. Galvin and Allen Kent. "Use of a University Library Collection: A Progress Report on a Pittsburgh Study," *Library Journal* 102: 2317-2320. November 15, 1977.

[28] Allen Kent et al. *Progress Report* on "A Cost-Benefit Model of Some Critical Library Operations in Terms of Use of Materials," Pittsburgh: The University, April 1, 1977.

Table 19

ITEMS BORROWED ON INTERLIBRARY LOAN BY ACADEMIC LIBRARIES
1972

Borrowed From	Number Borrowed by Academic Libraries Located In Alabama	Number Borrowed by Academic Libraries Located In Region[a]	Number of Items Borrowed Per 1,000 Student Population In Alabama	Number of Items Borrowed Per 1,000 Student Population In Region
University Libraries[b]	3,235	77,753	31.50	67.05
College Libraries[b]	164	11,781	1.60	10.16
Other Academic[b]	163	6,999	1.59	6.04
Public Libraries	3,080	77,186	30.00	66.56
Private Libraries	482	18,508	4.69	15.96
Total	7,124	192,227	69.36	165.77

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[a] Nine southeastern states.

[b] Definitions for inclusion in categories not stated.

Source: Southeastern Library Association. Libraries and Library Services in the Southeast. A Report of the Southeastern States Cooperative Library Survey, 1972-1974. University, Alabama: The University of Alabama Press, 1976, Table 303 (p. 304).

Table 20

INTERLIBRARY LOANS OF ACADEMIC LIBRARIES IN ALABAMA
1974-1975

Institutional Category[a]	To Other Libraries		From Other Libraries	
	Number	Percent of Total	Number	Percent of Total
Public				
Universities[b]	6,912	30.8	4,070	31.5
Four-year, with graduate programs[c]	14,019	62.5	6,255	48.4
Four-year, no graduate programs	2	0.0	16	0.0
Two-year	1,046	4.7	1,769	14.0
Subtotal	21,979	98.0	12,110	93.9
Private				
Four-year, with graduate programs	108	0.5	285	2.2
Four-year, no graduate programs	335	1.5	481	3.7
Two-year	13	0.0	35	0.2
Subtotal	446	2.0	801	6.1
Total	22,425	100.0	12,911	100.0
University of Alabama in Birmingham	13,460	60.0	3,475	27.0[d]

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[a] Categories in accordance with Library Statistics of Colleges and Universities, Higher Education General Information Statistics, 1974-1975.

[b] Auburn University and the University of Alabama.

[c] Includes University of Alabama in Birmingham, which had more interlibrary loan transactions than all other institutions of higher learning in Alabama combined, largely because of medical materials.

[d] Individual data for University of Alabama in Birmingham, this being the most active library in interlibrary loans.

Source: U.S. National Center for Educational Statistics. Library Statistics of Colleges and [redacted]ers[redacted]es, [redacted]l 1[redacted] Ins[redacted]ntic[redacted] Da[redacted] Wa[redacted]ngt[redacted]D.C[redacted]197[redacted]

In fact, the activity of the Lister Hill Library of the Health Sciences, University of Alabama in Birmingham, was the major factor in bringing up the total interlibrary loan activity from the much lower figure. As may be seen in Table 21, the University of Alabama in Birmingham was responsible for over 60 percent of all loans to others in 1974-1975, and most of that may be attributed to the Lister Hill Library, which is currently aided by a federal grant for this purpose.

Overall, there clearly is great opportunity for progress in interlibrary loan activity in Alabama. It is unlikely to be achieved, however, unless improved cooperative means are employed. The multi-state computer-based library network of the Southeastern Library Network (SOLINET), utilizing the files of the Ohio College Library Center, is having a growing impact on interlibrary loan activity. However, from a statewide point of view, and with the interest of all three and a half million Alabamians in mind, more also will be accomplished if organization within the State is perfected and newer cooperative ventures, funded at a level commensurate with need, are developed.

Academic Libraries and Interlibrary Cooperation in Alabama

The academic library community in Alabama is as aware of the changing times for libraries as those elsewhere. In the course of this study it became evident that a new political and organizational basis for effectively analyzing and solving the problems should be the first step. New methods and modifications of old methods must all be tested and perfected on a continual basis, but to undertake them requires a sound basis for collective action, one in which each participant understands and carries out his part in voluntary and willing cooperation. There seems no reason why the funding authorities of Alabama would not respond to new initiatives for library development which offer bright opportunities for enhancing education and research which relate effectiveness and economy in units of performance. Greater funding of public services is commonly acceptable and welcome when results are obtained.

The premise may be questioned that the Alabama Commission on Higher Education for universities and junior colleges, the State Department of Education for junior colleges and schools, and the Alabama Public Library Service for public libraries could have fulfilled over the years many of the roles that

Table 21

INTERLIBRARY LOANS TO OTHERS BY ACADEMIC LIBRARIES IN ALABAMA 1974-1975

	Libraries[a]	Interlibrary Loans to Others	Percent of State Total for Academic Libraries
1.	University of Alabama, Birmingham	13,460	60.0
2.	Auburn University, Auburn	3,478	15.7
3.	University of Alabama, Tuscaloosa	3,434	15.3
4.	Lawson State Community College	598	2.6
5.	Brewer State Junior College	380	1.7
6.	Troy State University, Main Campus	197	.9
7.	Spring Hill College	150	.7
8.	University of South Alabama	126	.5
9.	Tuskegee Institute	108	.4
10.	All Others (46 Academic Libraries)	504	2.2
	Total	22,435	100.0

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[a] Total of 55 institutions (2 universities; 15 four-year, with graduate programs 13 four-year, no graduate programs; 25 two-year colleges).

Sources: U.S. National Center for Educational Statistics. Library Statistics of Colleges and Universities: Data for Individual Institutions, Fall, 1967. Washington, D.C.: 1969; U.S. National Center for Educational Statistics. Library Statistics of Colleges and Universities, Fall, 1975 Institutional Data. Washington, D.C.: 1977.

librarians thought they should assume. It is understandable that, lacking any other organizations to which to turn, these organizations were thought of as possible, even logical, agencies to solve all cooperative and coordinative needs. But perhaps too much was asked of them. Furthermore, in no other state do we find such a disarticulated approach having been acclaimed. Instead, library cooperatives, authorized by law, coordinated by and largely funded by the state, are the evolving trends of organization. Given this kind of broad cooperative organization at the library level, state governments should be able to play a more helpful and supportive role.

Several of the five task forces into which COLACHE was divided for conducting phases of the overall study brought back important recommendations for interlibrary cooperation and thus relate directly to the theme of this study. Among these recommendations were feasibility studies on the following subjects:

- A newsletter on regionally accessible acquisitions.
- A centralized bibliographic-work-oriented computer facility.
- A union catalog.
- A centralized bank of films and other expensive items of nontraditional materials.
- A centralized materials-processing facility.

While some of the recommendations related specifically to cooperation among academic libraries, as would be logical, others went beyond to the entire library effort in responding to the needs of society. For example, Task Force No. 1, dealing with services and facilities, recommended "that, where feasible and appropriate, the library share with other local libraries the responsibility of providing for larger community needs beyond the immediate needs of the institution." Task Force No. 3 emphasized the need for improving the potential of interlibrary loan, including a union catalog for Alabama libraries. This attitude for joint effort in improving library service persists, as has been noted repeatedly in the course of this study. The academic librarians in general view interlibrary cooperation among academic libraries and with other types of libraries as offering prospects for service not otherwise possible.

In fact, continual efforts are made to improve interlibrary cooperation through various arrangements, mostly informal. For example, several public and private academic libraries in northern Alabama agreed in recent years to open up their libraries to students of all the participating institutions. By 1974 this group had grown to include Alabama A&M University, Athens College, John C. Calhoun Junior College, Oakwood College, and the University of Alabama in Huntsville. Many of the senior public academic libraries have joined in the initiative of the Birmingham Public Library for creation of a union catalog. (All are members of the SOLINET bibliographic consortium.) Some colleges have opened up their collections to the public in the community. Enterprise State Junior College sponsored a workshop for librarians in its area. The City of Boaz and Snead State Junior College formulated a method for cooperation. These are merely examples of dozens, indeed hundreds, of instances of ongoing interlibrary cooperation, not only among academic libraries, but of academic and other types of libraries. One academic librarian of Illinois, whose library was a member of a formally organized state-supported library cooperative of that state which includes public and special libraries, stated that "multi-type library cooperation is the only way in which we can live up to the highest aspirations of our profession."[29]

Compatibility of Campus Library Coordination and Library Systems

A continuing problem for the larger academic institutions which find need for departmental and other special purpose libraries at scattered locations is that of cooperation and joint planning among these libraries. The interplay of loyalties and goals has sometimes tended to reduce library cooperation even on individual campuses, resulting in no one having the entire picture of library needs nor the responsibility for sensible planning coordination. This situation, if carried to an extreme, can detract also from cooperation beyond the campus.

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[29] Melvin R. George. "Small Academic Libraries" in Beth A. Hamilton and William B. Ernst, Jr. Multi-type Library Cooperation. New York: R. R. Bowker Company, 1977, p. 156. (Mr. George is now director of the library of Northeastern University, Illinois.)

No analysis has been made of intramural library organization in the larger academic institutions to determine possible interfaces with system membership, nor was it considered necessary or appropriate. The organization of multi-type library cooperatives should not be viewed as threatening to current campus conditions considered favorable by some or all. Rather, it should be seen as an opportunity for rational collaboration within whatever organizational framework exists, so that the institution may have an agreed point of view at the professional level in system policy formulation. If this heightens campus cooperation as a byproduct, so much the better. At any given moment the university should have a professional spokesman, since the system administration will require a single point of contact for certain types of institutional representation in system affairs.

Findings and Recommendations

The following findings recognize the truly impressive gains of Alabama's academic libraries especially in recent decades but, because of the nature of this study, emphasize aspects of need which should be addressed, many without delay. The potential of further improvement of these libraries through inter-library cooperation seems particularly promising, and indeed essential for reaching the levels of library service needed by the State.

Findings. Following is a summary of findings which lead most strongly to the subsequent recommendations.

1. The academic libraries in Alabama's 54 universities and colleges constitute the major library resource of the State and have made substantial progress in recent years. They serve, with minor exceptions, about one-half of one percent of the State's population, with no adequate methods to serve the others.

2. The demands on these libraries are expected to continue to expand as knowledge expressed through library media increases, the numbers of students and faculty members increase, and services are extended more importantly beyond the campus.

3. While overall progress is good, some academic libraries are clearly more favored in budgetary allocations than others, resulting in uneven service to patrons.

4. The book collections now total 6,100,000 volumes, with annual acquisitions currently about 310,000 per year.

5. Using an average book cost of $17 per volume, the current collections have a value of $103,700,000, other library materials $69,133,334 (at 40 percent of the total), giving a total value of $172,833,334, a clear indication of the essential nature of libraries in higher education.

6. If the collections continue to expand at current rates, thus quadrupling holdings by 2010, an additional approximate investment of $566 million will be made (in 1977 dollars), bringing to the students, faculty, and other patrons an immense treasure of human knowledge.

7. There is no policy regarding the degree of responsibility each academic library (or academic libraries as a whole) has for library needs of Alabama citizens beyond its own campus.

8. There is no comprehensive plan of acquisitions or last-copy custody among the academic libraries designed to extend substantially the number of unique titles available within the State.

9. Numerous interlibrary cooperative endeavors have been initiated among small groups of libraries, sometimes including other types of libraries, but required by circumstances to be small in scope and fragile in organization. The largest and most promising endeavor of this kind, recently initiated, is a union catalog for the major university libraries, Birmingham Public Library, and the Alabama Public Library Service.

10. Academic libraries are utilizing 1,600,000 square feet of building space with a replacement value of approximately $64 million. At current rates of expansion the total space requirements should approximately triple by 2010 in order to properly house the larger collections and serve an estimated 40 percent more students.

11. Currently academic libraries employ about 784 staff members (full time equivalent) plus student assistants. According to the Council of Librarians' 1972 report the lack of sufficient personnel was a particularly serious deficiency in 13 state universities. No significant increase has occurred subsequently.

12. Considering two potential alternatives of: (a) materials, staff, and space as necessary for complete self sufficiency and (b) interlibrary cooperation on a vastly expanded and well-organized scale, the latter is seen by most academic librarians of the State as the only realistic one. But they do not view such cooperation as diminishing their capability for adequate and immediate response to the bulk of campus needs from their own resources.

13. Alabama's academic libraries, perhaps more than any other type of library, have demonstrated an interest in developing interlibrary cooperation on a comprehensive, multilevel basis, that is substate, state, multi-state, and national systems, because of the research emphasis of their patrons.

14. The relatively recent establishment of the junior college system and the rapid growth of these colleges has not yet been fully recognized in terms of new needs for interlibrary cooperation or the forms that could be most usefully employed to satisfy them.

15. The academic libraries are legally empowered to join in cooperative endeavors and no formal restrictions represent obstacles to their participation.

16. The Alabama Commission on Higher Education and the State Department of Education are instrumental in the development of library standards and supportive of cooperative endeavors to improve effectiveness of service and unit costs.

17. Recent increases in state funding of university libraries as a whole (with some notable exceptions in the case of some institutions) have been modest and generally equal to inflationary needs. Appropriations for the newer junior college libraries have been greater relatively.

Recommendations. The following recommendations appear to offer encouraging prospects for further development of academic libraries with emphasis on the potential of interlibrary cooperation.

1. Academic libraries, possessing ample existing authority to do so, should assume a key role in organizing state-supported systems of interlibrary cooperation, with a sense of urgency based on evident cumulative need which may be expected to expand geometrically. A statement of policy could be developed indicating that previous goals of isolated and self-sufficient operations are no longer feasible or desirable.

2. In the future academic libraries should consider non-campus patrons, who now represent their secondary clientele, as constituting a much more prominent service sector, by encouraging direct access locally on library premises, reciprocal borrowing, and vastly expanded interlibrary loans. Interlibrary loans should be expanded in part by making union catalogs readily accessible to all Alabama citizens in their own communities.

3. A statewide plan of acquisitions should be formulated among university libraries, large public libraries, and large special libraries, designed to strengthen the range and depth of resources as a whole while at the same time reducing acquisition costs for duplicate titles. The number of unique titles for research and other purposes could be increased to a significant degree for as little as 1 percent of the current annual cost of acquisitions of these libraries.

4. To forestall unnecessary new library construction and assure availability of older publication, a plan should be adopted for last-copy retention and custody of little-used materials, in concert with other types of libraries.

5. Following adoption and initiation of multi-type library systems, and in consideration of the benefits these systems will make possible for academic libraries, the 1972 report of the Council of Librarians should be updated. This should be followed by an agreement with the Alabama Commission on Higher Education and the State Department of Education, with the collaboration of the proposed Alabama State Library regarding overall state concerns, on a plan of development for academic libraries and the resources needed to carry it out.

6. In addition to geographically defined district (substate) library systems organized and directed by all types of libraries located therein, intersystem, statewide, and multistate cooperation, presently authorized by Alabama law, should be espoused by academic libraries whenever a broader-based cooperative mechanism is justified to meet their special bibliographic and service needs.

7. Cooperative library systems should be employed in developing and executing a joint program of staff development for the personnel of academic libraries, utilizing the educational capabilities of the universities involved in this area.

8. Academic libraries should join with all other libraries in collecting and presenting data which will serve to present a comprehensive picture of library operations in the State and their significance to the people, and to enable more effective official review of program and funding requirements by the respective state authorities.

9. The Alabama Commission on Higher Education and the State Department of Education, with respect to interlibrary cooperation involving university and college libraries, should join with the proposed Alabama State Library in planning and developing library policies designed to gain full advantage of mutually supportive programs among all types of libraries.

VII. PUBLIC LIBRARIES IN ALABAMA

The development of public libraries in Alabama has paralleled that of libraries in most states, with some disadvantages in the past related to lower economic and educational levels. While some early beginnings were made in the 19th century, most significant progress dates from the year 1900. Looking at the 20th century in perspective the growth in number and excellence of public libraries has been dramatic as they strived to keep pace with the social and economic trends of Alabama and the nation in general. An exploding population, universal and lengthened formal education, and rapidly advancing industrial technologies resulted in demands for library service which, despite great progress, have never been fully satisfied.

There were few formally trained librarians in the early days, and three-fourths of the century passed before a graduate school of library science was established in Alabama. Dependence was placed on the universities of other states to supply the growing need for a professional cadre in an evermore complex and demanding vocation. This situation no doubt resulted in the employment of fewer trained librarians and slower library development than otherwise would have been the case. Nevertheless, many intelligent and capable persons, mostly women, trained themselves informally and well, and performed yeoman service. Their fine accomplishments are seen in libraries throughout the State.

Collections were initially tiny by today's standards, but growth has been steady, pushed by the prolific output of a vibrant society and its willing publishers. Personal donations were supplemented more and more by public funds for books and periodicals.

In the early part of the century the impact of Andrew Carnegie's gifts for library construction was enormous. For the public and their officials, often previously content with a library "room" in a public building, a new concept was instilled regarding the physical plant needed for libraries in small as well as large communities. The Carnegie buildings were distributed rather strategically over the State and thereby gained widespread attention. Later came the dramatic building boom for public libraries in the late sixties and early seventies, sparked nationally as well as in Alabama by federal legislation introduced by two of the State's Congressmen, Senator Lister Hill and Representative Carl Elliott. While many present library buildings are too small, usually because of substantial growth, the need for adequate library housing has come to be accepted generally.

Establishment of Public Libraries

The period from 1885 to 1910 served "to mark out and define the real place of the library," public, school, and academic, according to one noted Alabama historian.[30] The growth in number and quality of libraries has continued since. Several important periods merit special attention, however. As mentioned, the library construction grants of Andrew Carnegie in 1910 greatly stimulated public libraries in Alabama, not only in the cities where they were built, but in other communities where libraries served as inspiration. The library aid of the Works Progress Administration from 1933 to 1939 led to the establishment and construction of many new libraries. But unquestionably the greatest forces of all in establishing libraries in Alabama have been two. First, the women's organizations were strongly at work, beginning in the last half of the 19th century. The second great influence was the State's public library service, dating from its creation in 1907 as the extension division in the Department of Archives and History (that department had itself been established only six years previously). This function now operates as the Alabama Public Library Service, a separate state agency.

In 1910 the hope was expressed that a free public library would be established in every city, town, or village having over 1,000 inhabitants.

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[30] Marie Bankhead Owen. The Story of Alabama, A History of the State, Volume III. New York: Lewis Historical Publishing Company, 1949. p. 286.

With 285 incorporated municipalities of that population in 1976, and only 176 public libraries, this goal had not been reached 66 years later. But as is often the case, subsequent changes in circumstances altered the goal. Better roads made more distant libraries available to small communities. Bookmobiles and books-by-mail became methods for satisfying the needs of users in many small communities and rural areas. Furthermore, public school libraries of good quality, as well as college libraries, were established in or near many small communities and sometimes extended at least limited service to the public at large.

In fact, in the history of library development in Alabama the era of rapid public library establishment appears to have ended. Additional library facilities will be added, of course, most of them as branches of existing public libraries. As certain smaller unserved communities continue to grow, some additional independent libraries may be established. Consolidation of city libraries into one county library will also undoubtedly occur. It seems likely that in the next few decades, at least, the total of separate libraries, counted by the number of library boards in existence, will not vary greatly from the 180 functioning in 1978.

Book collections were very small in the early days of Alabama's public libraries. Early references to the number of books available to the public often dealt in hundreds. When numbers reached a few thousand it was a matter of great community pride. The libraries also received many public gifts for books, equipment, and buildings. Public library development in Alabama is the story of the outpouring of voluntary gifts. Although the figures have not been totaled, it is not unreasonable to say that by 1978, hundreds of thousands of books, thousands of square feet of buildings, and untold numbers of chairs, tables, and the like had been donated by the public to an activity close to their hearts.

Library hours until recent years were quite limited. In the smaller communities books could not be obtained on the spur of the moment; visits had to be planned for the short periods once or twice a week that the library would be open. Gradually the collections improved and the public called for more accessibility. The service was vitally needed and desired by the people. In few other areas of public service has such individual interest and dedication been apparent.

Public Libraries in Recent Years

Cooperation of libraries tomorrow requires an examination of their status today and of the apparent trends of development. These trends involve those of the State as a whole in many of its aspects, including population, education, and economy. It has already been noted that the rate of library development depends upon many factors. In this century it greatly exceeded the rate of population growth. Social factors were extremely important. That important but immeasurable factor--individual leadership--was obviously a major force. Expanding technology contributed very significantly. The following is a review of the current situation, its strengths and weaknesses, and suggestions for further action.

Number of Public Libraries

All of the large cities of the State have libraries. Many small incorporated cities have them. Table 22 provides a view of the distribution of libraries in 1976 by urban population served.

Actually, the calculation of population served is not easy unless a very precise definition is given to "service." Traditionally, it has been accepted that an entire urban population is served if its municipal government has created a library. Service to the rural population has not been so easily defined and, indeed, has undergone changes from time to time stemming partly from the advent of new service technologies. The concept of urban-rural cooperation is important to the universality of library service, especially if a certain minimum level of service is to be agreed upon and maintained.

Public Library Organization and Governance in 1977

Urban concentrations spawned the public libraries of Alabama. All fixed library installations, as shown in Table 22 are in cities, the only places where accessibility to people makes use large enough to justify the expense. The function of library service was traditionally thought of as pertaining to urban government. County governments were not initially involved. Nevertheless, the rural population of the area

Table 22

PUBLIC LIBRARIES IN ALABAMA
BY POPULATION SERVED
1976

Population Served	Number of Libraries
1,000 and under	25
1,000 - 2,499	44
2,500 - 4,999	41
5,000 - 9,999	33
10,000 - 24,999	18
25,000 - 49,999	8
50,000 - 99,999	2
100,000 - 199,999	4
200,000 and over	1
Total	176

surrounding a given city usually was granted access to its library, a gesture which for many years did not constitute a great burden due to the distances, difficulty of travel, and small numbers of rural people involved.

As road communication improved, the utilization of city libraries by the rural population increased. With the increasing demand, the cities encouraged county governments to expand their public functions to include libraries. This resulted in various kinds of city-county cooperation. One was the creation of city-county libraries in several of the 67 counties of the State, in which both the city and county name representatives to the library board. The proportion of appointees from the cooperating governments tended to coincide with that of the relative funding support of each. Another method of cooperation was the contracting by the county for a city library to provide rural service, but without participating in the governance. In some instances one or more other city libraries located in the same county do not participate in a county arrangement with a given city. The variety of arrangements were several, but from the standpoint of a city, financial assistance was obtained for service given to residents outside the city, and for the county better service was made available for rural residents (often including a ring of unincorporated suburban population).

In some counties, where no tradition of urban service interfered, the counties organized public libraries exclusively under their own authority.

In the fall of 1977, although 149 of 180 public libraries were part of city governments, there also were 23 county libraries, 7 city-county libraries, and 1 city-school library, as shown in Table 23. Furthermore, 88 of these public libraries had joined together into 24 regional libraries, with a 25th in the process of organization (Etowah County). County governments were involved exclusively or in cooperation with cities in the governance of 22 out of 25 regional libraries.

The increased participation of counties had come about without particular fanfare, and it would be surprising if some may not have appreciated its significance in the political setting of public libraries in Alabama's local government. A number of factors were prominent in

Table 23

LEGAL BASIS OF PUBLIC LIBRARIES IN ALABAMA
FALL, 1977

A. City-County Libraries, with both the city council and the county commission appointing members to the Library Board - 7[a]

Anniston-Calhoun	5	3 city, 2 county
Dothan-Houston	5	3 city, 2 county
Montgomery City-County	5	3 city, 2 county
Prattville-Autauga	7	3 city, 3 county, 1 rotating
Selma-Dallas	5	2 city, 2 county, 1 rotating
Tuscaloosa City-County	7	3 city, 3 county, 1 other libraries
Tuskegee-Macon	5	3 city, 2 county

B. City-School Library, with both school system and city council appointing members of the Library Board - 1[a]

Marion County School System - City of Guin	10	5 schools, 5 city

C. County Libraries, with the county commission appointing all 5 members of the Library Board - 23[b]

Chambers (Lafayette)
Cherokee
Choctaw
Clarke
Clay
Cleburne
Conecuh
Cullman
DeKalb
Dale
Fayette
Greene
Hale
Marengo
Lawrence
Marshall
Perry
Monroe
Russell
St. Clair
Sumter
Wilcox
Washington

D. City Libraries, with the city council appointing all 5 members of the Library Board - 149[b]

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[a] The number of members on each joint library board is fixed by agreement of the participating local governments, as well as the proportion of appointments to be made by each (Section 11-90-4, 1975 Alabama Code). The joint board of the city-school library of the Marion County School System and the City of Guin is composed of five appointees of the city council, one member of the Marion County School Board, the three trustees of the Guin school district, and the school principal; the agreement has not been reduced to writing. The city-county library boards, except Anniston-Calhoun, also serve as regional library boards.

Table 23 (continued)

[b]Library boards appointed wholly by one local government (city or county) are required to have five members (Section 11-90-2, 1975 Alabama Code), although the 1977 Library Directory issued by APLS indicates an excess in several instances. The boards of Chambers, Cullman, Russell, and St. Clair counties and those of the cities of Birmingham and Mobile also serve as regional library boards.

Source: Files, Alabama Public Library Service.

bringing about the entry of county governments into the field of public library service. In addition to improved education, affluence, and roads in the rural areas, the Alabama Public Library Service was a strong influence, supported after 1956 by federal funds in accordance with the Hill-Elliott legislation. This legislation had put emphasis on rural library service and Alabama welcomed this objective.

With many sparsely populated counties possessing only small, weak municipal libraries, or none at all, two principal means were employed to develop rural library service. First, bookmobiles were proposed as the attractive and practical means, with newly created organizational strength to come from "regional" libraries, a concept which had been urged upon the library community by some planners for several years. In addition, especially where municipal libraries had not yet been established in a county, the state law authorizing counties to establish libraries would serve as an organizational basis.

Local demographic factors and municipal organization had much to do with whether a county acted jointly or alone. City-county libraries have tended to develop in counties with large cities already possessing a strong public library. The county libraries have tended to become established in counties largely rural in nature, with only small cities and no history of strong city-operated public libraries.

As an alternative to involvement in the governance of public libraries, many county governments have contracted with city libraries to provide service within the county. There are many examples, numbering about 30 in 1977. Often this has been done under even another type of organization, the regional library. All 50 counties served by bookmobiles appropriate funds for public library service, as well as approximately 10 other counties that do not have bookmobile service. In other words only about 7 out of 67 counties are not currently contributing to the funding of public libraries in their area.

The legal bases for public libraries, well defined in Alabama law, are several. City governments, county governments, and school governments may create public libraries, or may join with each other to establish them. In practice, the schools have not established separate public libraries and the original concept expressed in the enabling legislation is no longer considered valid, if it ever was. A city-school library has, however, been established, as discussed later.

The major organizational variations which have evolved in the governance of public libraries in Alabama are:

1. city library with the library board appointed by the city council and operating within the city limits;
2. city library, with the board appointed by the city council, but with responsibility by special legislation for service in the unincorporated areas of the county and supported by county funds required by law;
3. city-school library, with library board appointments divided between the city and school board, and serving the city residents and school pupils and faculty;
4. county library, with library board appointed by the county commission, and operating in all areas of the county;
5. such county libraries operating in all areas except within the corporate limits of one or more cities in the same county that have separate city libraries;
6. city-county library, with library board appointments divided between a single city council and the county commission, and operating throughout the county area;
7. such city-county library, with more than one city sharing in the appointment of the library board;
8. such city-county library, except that it does not serve the incorporated areas of one or more other cities having separate libraries and library boards;
9. regional library, created in a single county, composed of the same governing body as the county library or city-county library (an organizational device to enhance state financial assistance);
10. regional library, composed of two or more counties, with board appointments shared by the county commissions, most of which have no county libraries, and excluding city councils and city library boards from governance but not participation;

11. regional library, composed of two or more counties, with the board appointments shared by the county commissions, most of which have no county libraries, and city councils, which do have city libraries, but excluding the library boards from participating in the governance; and

12. regional library, composed of two or more counties, with board members appointed by the library boards of participating city and county libraries, and operating in participating cities and counties and also in incorporated and unincorporated areas lacking libraries and library boards where a financial plan is supported, or is to be supported in the future, by unorganized areas.

Obviously several other joint governmental and joint library board organizations would be possible but have not been attempted.

Formal cooperative agreements which have created joint library boards under Section 11-90-4 of Alabama law fall into four major classes, with a variety of memberships possible. The following organizational patterns existed in Alabama in 1977:

A. City-county libraries, created by city and county governing authorities (abolishing the separate library boards):

    1. One county and one city.

    2. One county and several cities.

B. City-school library, created by the city council and school board:

    1. One city and one school system.

C. Regional libraries, created by city and county governing authorities (retaining the separate library boards):

    1. Two or more counties.

    2. Two or more counties and two or more cities.

    3. One county and one city (the same board as in A-1).

    4. One county and several cities (same board as in A-2).

D. Regional libraries, created by public library boards (retaining separate library boards):

1. City, county, and city-county public library boards.

Future of Public Library Organization

It would appear from county-to-county analysis of public library organization that, unless Alabama cities should abandon responsibility for library service, few additional public libraries governed solely by county commissions and serving the populations of both the city and rural areas are likely to appear. This pattern has probably stabilized for the foreseeable future. On the other hand, the organization of additional city-county libraries is a distinct possibility, the rate depending partly upon the direction decided for interlibrary cooperation. It would be desirable for the government of every one of Alabama's counties to be involved in sponsoring public library service through a local board. In this way library service in every square mile of Alabama, and to every citizen, would be the responsibility of either a city or county government or both under mutual agreement.

For many years the library profession has urged the consolidation of small libraries into larger units of service. The purposes include better collections and better staffing, resulting from improved funding. To date in Alabama no comprehensive analysis of library consolidation has been made, nor a plan suggesting where such might be most feasible. A review of the situation in various counties indicates, however, that consolidation would likely improve library service in some cases, especially in sparsely populated counties.

Where county commissions have not appointed a library board, or signed a contract with a city library to provide rural service, or joined a regional library, the habit of cooperation for library development has not been formed. Interestingly, multi-county regional libraries, while encouraging the participation of counties in cooperative library service, also have worked against the creation of city-county boards by removing the incentive. Whenever possible in the future, including occasions when a county separates from a regional library or a regional library is disbanded, a city-county board should be created to carry on the library services which now have become so essential to the public. (An alternative will be contractual arrangements with a city library to provide county service.) Where larger units of service are needed to provide a satisfactory level of service, especially in counties with small populations, the State should consider encouraging this tendency through establishment grants.

In small counties where regional libraries have not been organized, the Alabama Public Library Service has asked that a countywide committee be formed to prepare a plan of service. In this way the need for and the advantages of cooperation become apparent to the officials, library staff, and participating community leadership. The habit of cooperation becomes instilled. This program of APLS is farsighted, and undoubtedly will lead to more formal and effective county library organization in the future, including joint governmental sponsorship of public libraries. This arrangement should be succeeded as quickly as possible by the organization of a city-county, a county, or both county and city library boards.

The creation of city-county libraries may be based on agreement between the county and one or more libraries. However, to date, only one such library has been organized with more than one city involved, Friedman Library of Tuscaloosa. The remaining six have only one city represented on the joint board, although in several cases there is only one city in the county, or only one large city with other cities being quite small. At any rate, the city-county library concept allows the establishment and maintenance of as many other city libraries, separately or jointly with the city-county library, as desired. This provides great flexibility in organizational patterns.

State policies regarding financial assistance have obviously exerted great influence on the way public libraries have been organized. None has been so influential as that relating to regional libraries. Now that interlibrary cooperation, including multi-type library cooperation, is being considered on a comprehensive and sophisticated level, the environment in which public libraries operate may change again. The ultimate disappearance of regional libraries with the creation of interlibrary systems, a logical development, may be expected to have profound influence on future organizational trends for public libraries. It is, therefore, important to examine the regional library concept and the next logical state of library development, multi-type library systems.

Regional Libraries in Alabama

With federal funds and the adoption of the regional library concept the Alabama Public Library Service started in 1956 to extend library service to the rural areas of the State and, at the same time, to upgrade many weak public libraries. As might have been expected, regional libraries in Alabama, with their focus on rural service, took root initially in areas in which two characteristics were both present: low population density and no large cities. Interdependence was a principle generally accepted. Trained librarians were not to be found in most of these areas. Book collections were weak. In many cases even those small cities that could create a modest library had not done so. In short, library service was often negligible. Emphasis was given to multi-county regions. The process required that county commissions and city councils agree to work together. State financial aid (in dollars or materials) was the strongest influence maintaining the relationship. Nevertheless, over the years, some regional libraries failed, or local governments withdrew, resulting in changing boundaries. The stronger the library resources of a given library, the more likely it seemed that the value of participation would be questioned. Therefore, the larger public libraries of the State did not initially participate.

Bookmobile service to the rural areas came to be one of the strongest links among the participants. It was the service most responsible for bringing the county governments into the library field. Once initiated, county commissioners soon learned of the enthusiasm of their rural constituency for the new bookmobile service and doubts about its future maintenance were erased. Elimination of library service to those rural areas gradually became unthinkable.

However, bookmobile service is not universal in the State. Nor is it uniform in the various counties that do provide it, some giving much more frequent service than others. No comprehensive analysis or plan for bookmobile service throughout the State has ever been prepared and costed. Nor have any other methods for providing rural service, such as books by mail and book deposits, been studied and planned on a statewide basis. The changed conditions resulting from the establishment and improvement of school libraries have not been fully taken into account in the planning and operations of bookmobiles. Reevaluation of methods statewide in light of the changed environment and the need for reasonably uniform standards of service would probably result in improved service and more effective use of funds.

The influence of the state program for encouraging rural service was greatly extended by granting assistance to regional libraries in books and money. However, a city library was needed in each case to manage the rural service. In some cases the relationships developed into the creation of a joint city-county library in which the county government also appointed members of the library board and thus established a more fundamental basis for continued joint responsibility and funding. In most cases, however, existing organizational arrangements persisted. In multi-county regional libraries further joint organization was actually inhibited by the comprehensiveness of the regional library approach. The new emphasis on library development given by regional libraries brought significant progress. Each participating library grew in strength of collections, in number of hours open, and in staff capabilities. Often a proud community would build a new library building or add to the existing one.

The extension of public library service achieved throughout the State, with only a small number of people remaining unserved, is a measure of the success of the State's public library service. It endeavored to work cooperatively, employing incentives attractive to the many local governments involved and to their staffs, including professional information, library materials, and money. This kind of constructive assistance, needed by the isolated libraries and their personnel, was welcome. It could be used without disturbing local autonomy or disrupting local discretion over program details.

Multi-County and Single County Regions

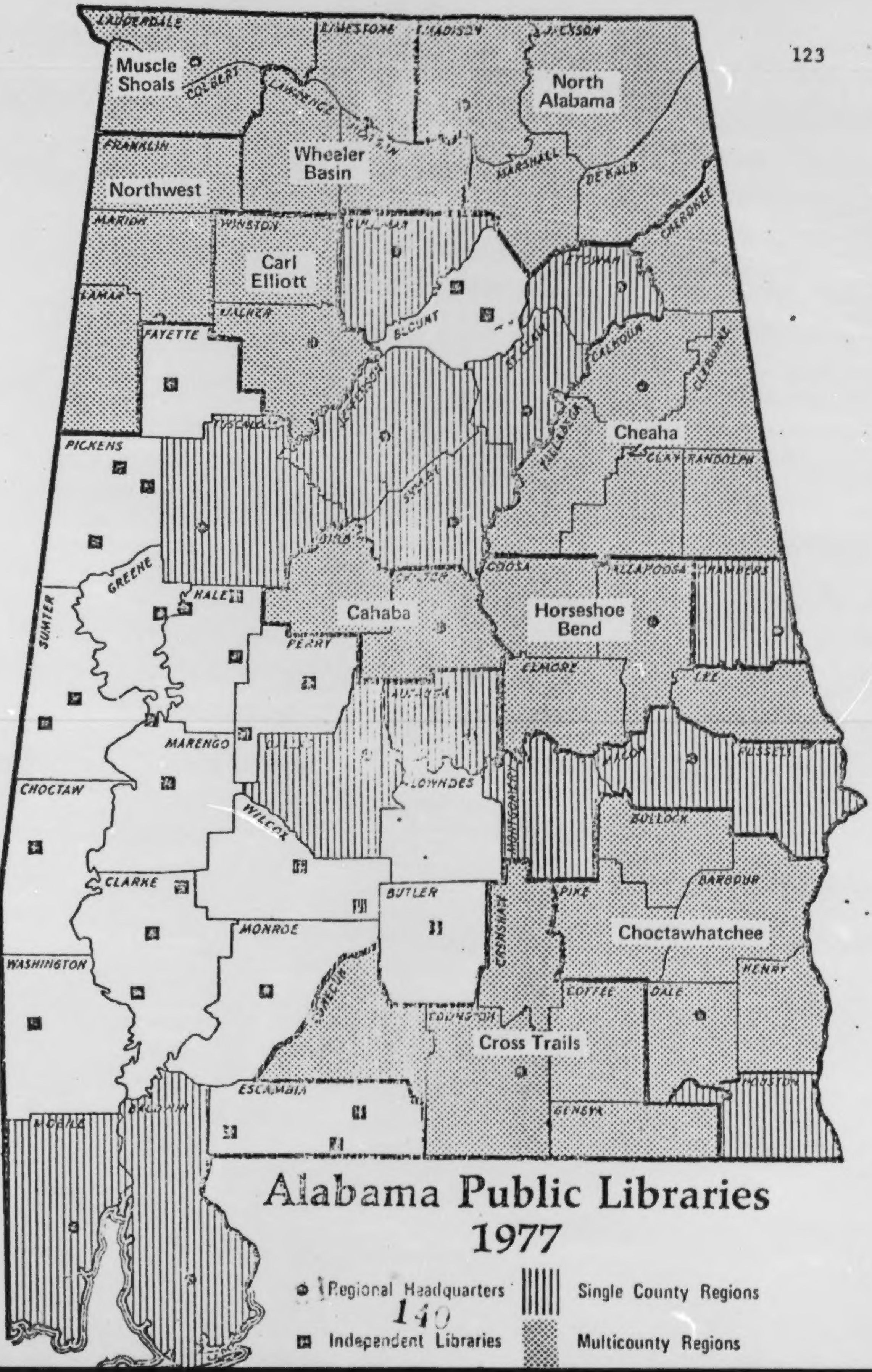
In 1977 the following multi-county regional libraries were recognized by the Alabama Public Library Service (see Map 1):

	Name	Number of Counties Served
1.	Cheaha	6
2.	Choctawhatchee	5
3.	Cross Trails	5
4.	Horseshoe Bend	4
5.	North Alabama	4
6.	Northwest	3
7.	Wheeler Basin	3
8.	Cahaba	2
9.	Carl Elliott	2
10.	Muscle Shoals	2

These 10 regional libraries represented the concept of a regional library in its original desired form, namely, involving at least two county governments and its participating cities. Except for Cheaha and North Alabama, which are of recent organization, most of these regions had been operating for several years, some for almost two decades. The older regional libraries, it should be commented, were located in areas of low population density, although two, Wheeler Basin and Muscle Shoals, have had notable population growth, the cities of Decatur and Florence having 1970 populations between 30,000 and 40,000.

Over the years the most populous counties and the largest cities had avoided involvement in multi-county cooperative endeavors. The libraries in these areas were strong. The state library agency was relatively weak in staffing and funding and traditionally oriented toward rural and small-town service. However, for the largest libraries the picture changed when

Map 1


LAUDERDALE
LIMESTONE
MADISON
JACKSON
Muscle Shoals
COLBERT
LAWRENCE
MORGAN
North Alabama
FRANKLIN
Wheeler Basin
MARSHALL
DE KALB
Northwest
MARION
WINSTON
CULLMAN
CHEROKEE
Carl Elliott
ETOWAH
LAMAR
WALKER
BLOUNT
FAYETTE
ST. CLAIR
CALHOUN
CLEBURNE
JEFFERSON
TALLADEGA
TUSCALOOSA
Cheaha
PICKENS
SHELBY
CLAY
RANDOLPH
BIBB
GREENE
COOSA
TALLAPOOSA
CHAMBERS
HALE
CHILTON
SUMTER
Cahaba
Horseshoe Bend
PERRY
ELMORE
LEE
AUTAUGA
MARENGO
DALLAS
MACON
RUSSELL
CHOCTAW
LOWNDES
MONTGOMERY
WILCOX
BULLOCK
CLARKE
BUTLER
BARBOUR
PIKE
MONROE
CRENSHAW
Choctawhatchee
WASHINGTON
CONECUH
HENRY
COFFEE
DALE
COVINGTON
Cross Trails
ESCAMBIA
HOUSTON
MOBILE
BALDWIN
GENEVA
Regional Headquarters
Single County Regions
Independent Libraries
Multicounty Regions

Alabama Public Libraries
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the Alabama Public Library Service became better funded. It then became financially feasible and attractive for the large libraries to think more positively about countywide service, as well as the improvement of their own traditional services to the urban population which cooperation with the State would bring. The policy of state support to one county "regions" was questioned and debated in library circles, including what criteria in size and characteristics should be required. With some reservations recognition was deemed justified in order to facilitate countywide service, even for those counties possessing only one library in the entire county. When APLS appropriations began to increase substantially, more single-county regional libraries began to be proposed and were accepted as "regional" libraries despite the one-county limitation. In 1977 there were 15 recognized one-county regions, as follows:

- Autauga
- Baldwin
- Chambers
- Cullman
- Dallas
- Etowah*
- Jefferson
- Houston
- Macon
- Mobile
- Montgomery
- Russell
- St. Clair
- Shelby
- Tuscaloosa

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*In process of organization.

With the creation of one-county regions the original concept of multi-county regions, that of combining for strength, began to weaken in its application. This was recently offset in part by the leadership of (a) Huntsville Public Library in forming the North Alabama regional library, (b) Anniston Library in creating Cheaha regional library, and (c) the Dothan-Houston County Library in joining with the Choctawhatchee regional library. Six of the nine largest public libraries of the State still maintain formal cooperative arrangements within only one county, namely, Birmingham, Gadsden, Mobile, Montgomery, Selma, and Tuscaloosa. For the organizational basis of regional libraries in 1977 see Table 24.

Organization of Regional Libraries in Alabama

Although for two decades or more library literature had strongly urged regional libraries as a means for achieving a level of service

Table 24

ORGANIZATIONAL BASIS OF REGIONAL LIBRARIES IN ALABAMA
1977

I. Multi-County Regional Libraries

A. Library board appointments by county commissions:[a]

1.	Cahaba	9	4 per county plus 1 rotated
2.	Carl Elliott	9	4 per county plus 1 rotated
3.	Choctawhatchee	21	4 per county plus 1 rotated
4.	Cross Trails	16	3 per county plus 1 rotated
5.	Horseshoe Bend	17	4 per county plus 1 rotated
6.	Northwest	13	4 per county plus 1 rotated

B. One library board member appointed by each participating county and city library board, from among own membership:[a]

7.	Cheaha	10
8.	North Alabama	7

C. Library board appointments by county commissions and city councils:[a]

9.	Muscle Shoals	12	2 per county, 2 each from 2 cities, and 1 each from 4 cities
10.	Wheeler Basin	10	2 per county for 3 counties, 1 per city

II. Single-County Regional Libraries

D. Library board appointments by city council:

11.	Birmingham[d]	9[b]	
12.	Gadsden	?	(In the process of organization)
13.	Mobile[d]	7[c]	

E. Library board appointments by county commission:

14.	Baldwin	5	
15.	Chambers[d]	5	
16.	Cullman[d]	5	
17.	Phenix City-Russell[d]	5	3 residents of city, 2 outside city[e]
18.	St. Clair[d]	5	
19.	Shelby	5	

Table 24 (continued)

F. Library board appointments of both a city council and the county commission:[a]

20.	Autauga-Prattville	7	3 each, plus 1 rotating
21.	Dothan-Houston	5	3 city, 2 county
22.	Montgomery	5	3 city, 2 county
23.	Tuskegee-Macon	5	3 city, 2 county
24.	Selma-Dallas	5	2 city, 2 county, 1 rotating
25.	Tuscaloosa (Friedman)	7	3 city, 3 county, (Bd. of Rev.), 1 other cities jointly

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[a] The total number of board members for a public library operated by joint agreement of two or more local governments, as well as the number to be appointed by each participating government, is fixed by the terms of such agreement, under authority of Section 11-90-4 of the Code of Alabama 1975.

[b] The assistant city attorney of Birmingham, Mr. Charles H. Wyatt, Jr., in a letter to Mr. George R. Stewart, Director of the Birmingham Public Library dated September 12, 1977, quoted a local law (Alabama Code of 1923, Title 62, Section 629) as authorizing the City of Birmingham to appoint any number of library board members it chooses. (See Appendix E for the letter and the cited local legislation.) However, the requirement of the general law (Section 11-90-2 of the 1975 Alabama Code) prescribes that precisely five members are to be appointed to municipal library boards, and as this law is not in express conflict with the local law, which prescribes no specific number, it would appear that this question might be raised with the Office of the Attorney General of Alabama for a clarifying opinion.

[c] No legal basis in state law is found for seven rather than five library board members in Mobile. Seven has been the customary number since 1928 when the library was organized under current arrangements. Section 33.1 of the Mobile City Code provides that the number be seven or five, to be determined annually at the meeting of the library board when nominations for expiring terms are to be decided for recommendation to the Mobile City Commission.

[d] Board also serves as a city or county library board, as the case may be.

[e] Customary division not required by law.

unattainable by small isolated libraries, Alabama was able to move in this direction only when federal funds made it possible. The LSA Act of 1956, granting funds to help small libraries, enabled the Alabama Public Library Service to offer prospects of success in such endeavors.

Although the first attempt (to join Shelby and St. Clair Counties in a region) failed, other counties were more successful. The Choctawhatchee and Cross Trail regional libraries, for example, began with two counties and later attracted others to join. Despite failure and dissolution in some cases, the ultimate effect of the organization of regional libraries was favorable. Many examples of improvement in library service trace their origin to the viability of the arrangement and the vigor of library leadership working within it.

Nevertheless, on a statewide basis the concept of multi-county regional libraries had not become universal after two decades of effort. Presentation of the regional systems on the map of Alabama (see Map 1) reveals a hodge-podge of geographical organization resulting from taking advantage of opportunities of the moment rather than a rational plan to serve the people. A more formal and rigid plan probably would have gotten nowhere. But conditions have changed since regional libraries were first proposed. The library community no longer sees the concept as the key to achieving statewide library development in the future. Significantly, the recent organization of the North Alabama and Cheaha regional libraries, although using the same terminology, are actually more like the modern concept of cooperative library systems than the centralized characteristics of the older organizational patterns. The evolution of concepts in the library community is evident.

Furthermore, signs of senescence are appearing in some regional libraries organized along the original concepts. The plan seems to serve better during the growth period of small libraries than it does after they have reached "maturity" in the sense of having better trained staff, stronger collections, and well-established procedures. The glue of state monies has no doubt been a factor in holding some libraries together in the regional plan, considering the underlying dissatisfaction among some member libraries. Even that factor could weaken, however, if each library were able to receive state aid separately. Those libraries not members of regional libraries receive their state aid allotments directly, and those in regional libraries do not, considered an unnecessary penalty by some member libraries in return for their willingness to participate in the regional organization. The larger amount of aid now available has recently created strong sentiments among public libraries. Pleading one reason or another, the Alabama Public Library Service is now being subjected to occasional requests for money with only a token nod toward cooperation or important program advances as justification. An evaluation of the suitability of present programs for meeting future cooperative needs has become pressing and this study has that as its principal objective.

Regional libraries in Alabama are created through agreement of two or more local governments under the State enabling legislation (Section 11-90-4, Code of Alabama 1975) as follows:

> In lieu of establishing or maintaining free public libraries exclusively for a single county or municipality in the manner provided in this chapter, the library board of any county or municipality may contract, in behalf of the political unit represented by such local library board, to and with the library board of another political unit or governmental agency or instrumentality with respect to the establishment or maintenance of joint library service upon such terms as may be agreed upon by the several contracting parties.

In initiating regional libraries it was found that in most counties of the State, the county government had not established a library nor appointed a library board. The law had been written, however, to allow for this contingency, in the same section quoted above, as follows:

> Where there is no existing public library, the power thus to contract shall vest in the county commission of the county or the governing body of the municipality.

Rather than establish a county library and delegate to its appointed board the responsibility for joining a regional library, the county commissions in these cases entered directly into the agreements. The county's original interest in virtually every case was the extension of library service to the unincorporated areas of the county. The State saw the possibility of securing greater financial support for library service from counties. The cities and their library councils acquiesced in the arrangement, with varying degrees of enthusiasm and skepticism.

So, for the first time in Alabama's history, and within a relatively short period of time (20 years), most county governments accepted joint responsibility with the cities for providing public library service. By 1977 all but 16 counties had been recognized by the Alabama Public Library Service as regional libraries. Those remaining were mostly in counties of very low population. Over 90 percent of the population of the State was served by those county governments which had accepted library service as a responsibility of counties. This unquestionably represented a major development in the history of public libraries in Alabama. It also represented a significant achievement for the Alabama Public Library Service in carrying out "as its chief objective the development of a cooperative system of providing books and library service for the various municipalities and counties of the state."[31]

The involvement of the county commissions directly, rather than through library boards appointed thereby, was generally accepted on behalf of the regional libraries. If a county library board were created it would have no county library other than a bookmobile to administer (except in rate cases), since services in most instances were to be provided by the city library members and the regional library.

The other signatories to each joint agreement for establishing regional libraries and pledging participation were the city library boards. Their libraries would now share the burden of service for all residents of the region, along with the regional library. The regional library was housed in the facility of one of the city libraries and usually headed by the director thereof, who assumed two jobs, those of local and regional library director. But interestingly, city library boards were usually completely eliminated from the governing arrangement by having the regional board appointed exclusively by the county commissioners. Thus, some regional libraries came to be governed by representatives of local governments without libraries of their own while those of local governments with libraries were excluded from the process. With few exceptions the public libraries of Alabama were established by cities, their boards appointed by city councils, and their funds appropriated by cities. However, the situation in 1977 was that these city libraries, when participating as members of regional libraries, were not represented on the governing boards by appointees chosen by city councils or their library boards with the exceptions noted below. Occasionally, however, a county commission has been known to select a library board member for appointment to the regional library board. But generally the units of local government most involved and historically most experienced in public library development, and largely responsible for present operations in the State--the city and county library boards--were effectively excluded from direct participation in the governance of the cooperative endeavors represented by regional libraries.

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[31] The Code Revision Subcommittee of The Legislative Council. Code of Alabama 1975. Volume I. Charlottesville, Virginia: The Michie Company, Bobbs-Merrill Law Publishing, 1977, Section 48-8-1.

There are some exceptions to the rule of exclusive governance of regional libraries by county commissions. The Wheeler Basin and Muscle Shoals regions provide for some appointments by the city councils (but still none by library boards). However, the two most recently organized multi-county regions Cheaha and North Alabama, broke the pattern completely with the regional library board appointed directly by local library boards, thereby preserving and strengthening the traditional local form of public library governance while at the same time bring the county governments into the cooperative process.

Although county participation in library development clearly had been overdue and brought important advantages for the rural public, it is more difficult to assess the advantages and disadvantages to urban public library service which arose from the exclusion of cities from the governance of most regional libraries. It is always easier to analyze what happened than what might have happened. It is reasonable to assume, however, that much creative force for library progress was demobilized by partially or wholly sidelining both city library boards and city councils. Results were bound to suffer. The important concept of cooperation was diminished. Furthermore, in those regions operating in a paternalistic fashion by making important decisions centrally and concentrating certain higher tasks of librarianship in the regional headquarters, the development of the library profession may have been adversely affected. Where library staff is given mostly routine and clerical work, the upgrading of personal skills, knowledges, and abilities of incumbents is restrained. The development of more positions justifying employment of an MLS holder is slowed. The reverse should be the case. Several universities offer courses in library service and in 1972 the State opened a graduate school of library science at the University of Alabama. It seems only reasonable that plans for public library development should be consistent with these initiatives. Desires for raising the professionalism of public librarianship in the State, if results are to be obtained, must be accompanied by corresponding action. (In contrast, professional preparation of both school and academic librarians is far above the average for public librarians.)

The operations of regional libraries may be divided into two distinct areas, service to and cooperation among the member libraries, and service directly to the rural (mostly unincorporated) areas, the latter usually by means of bookmobiles. The regional library director and staff deal with two distinct groups of clientele, the rural users (they do not serve the urban patron directly), and member libraries' staffs and the two roles are very unlike.

In practice the regional library has been required to divide its resources in such a way as to keep both groups reasonably satisfied, regardless of the amount of resources available. In most cases this has been possible. In other cases, as already mentioned, the effort has failed to the point of destroying a regional library. For example, the first regional library created, combining Shelby and St. Clair counties, was disbanded in an atmosphere of bitterness and disappointment. In other cases of failure reorganization ultimately occurred with different combinations of counties.

The problem persists and may become aggravated over time due to certain changes taking place. One of the most important changes is the growing capacity and sophistication of many small-city libraries. They are no longer as weak and dependent as they were when regional libraries were first organized, a factor to be taken into account in examining the future of this type of interlibrary organization. It may be asked, now that rural library service is well developed in most counties, whether the time has come for more counties to appoint library boards, for the same good reasons cities have done so? Or alternatively, to join by contract with one or more city library boards? Are changing conditions also leading to the need for supplanting regional libraries with better systems of cooperation?

Regional Public Libraries and Other Types of Libraries

Regional libraries were created for public libraries only. At their inception no thought was given to their suitability for cooperative arrangements with academic, school, and special libraries. In recent years, however, the possibility of multi-type library cooperation has become more prominent, and for the future is seen to be essential. Therefore, a review of regional public libraries as a possible means for multi-type library cooperation is logical.

In the case of school libraries, which tend to be more uniform in size, clientele, and collection than those of other types, cooperation within the regional library structure as well as other forms would be feasible. Their jurisdictional boundaries coincide in all but one instance (Tallassee) with those of counties. Their governing bodies are local, with close working relationships with city and county officials. Though feasible, a major concern here is whether other alternative arrangements might offer a much more satisfactory arrangement for school libraries, considering the disarray of multi-county, single county, and nonexistent cooperative arrangements illustrated by Map 1. Furthermore, public library resources vary widely among the regions as they now exist.

Academic libraries present a much different picture in relation to regional libraries. There is virtually no relationship between the existing regional boundaries and the cooperative needs of most academic libraries. If cooperation were based thereon, important academic libraries would be grouped only with small public libraries from which they would receive little, if any, direct benefit, although their students often make important use of these small public libraries.

Some special libraries would find the present regional library distribution as unworkable as for many academic libraries.

There seems little value in examining in depth the possibility of using regional libraries as a mechanism for multi-type library cooperation. The inadequacy of the regional public library as currently organized or even conceivably reorganized would offer no attraction to other types of libraries as a vehicle for cooperative endeavors.

Future of the Public Regional Library

The two decades of operation of regional public libraries in Alabama is a success story. Dedicated librarians have achieved notable advances in service through this cooperative device. Those involved have had every reason to be proud of their accomplishments. In examining the future no criticism is intended of their fine record. They, too, are aware of the changing environment and the problems that are emerging.

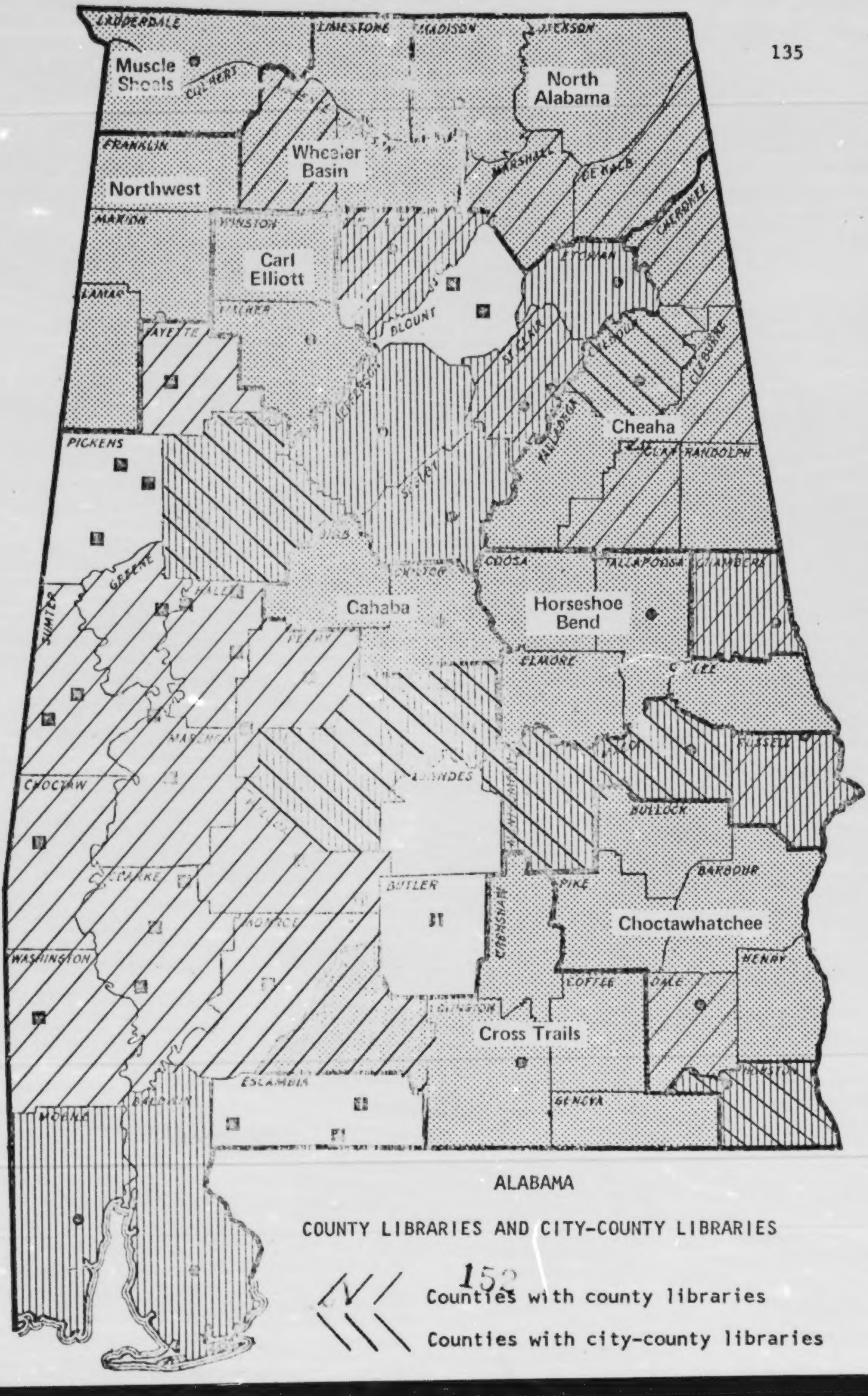
While the regional libraries could continue to serve for an additional period if no better approach were available, it is the possibility of taking the next logical organizational step in library cooperation which has induced public librarians in Alabama to think beyond the familiar form. Some are probably more fully informed than others of the alternatives. Some are perhaps more emotionally ready for the next change. Others may be receptive but concerned with the effect it might have on their own personal careers and fortune. In any event, conditions are changing and library organization will inevitably respond. The personnel of many public libraries (more than half) that have had little or no experience as members of a regional library, no doubt have an even different point of view. They can more easily adapt to a new scheme of organization. All can view a comprehensive plan of interlibrary cooperation as having the merit of a common approach and a mutuality of benefits.

Completing the Organization of Public Libraries in Alabama

It is deemed worthwhile to reemphasize certain points related to local organization of public libraries. To obtain a solid legal and political foundation for public libraries in Alabama it appears logical that a county library or a city-county library be created in every one of the State's 67 counties. No "blanks" should appear on the state map signifying lack of a local library board to look after the interests of the people. The location of existing county and city-county libraries is depicted on Map 2. It will be noted that only two are located in multi-county regional libraries, except for those in the new and differently organized Cheaha and North Alabama regional libraries. State law prescribes the appointment of local library boards as the only administrative means for establishing and operating city and county libraries, and local library funding comes from the cities and counties empowered to establish them.

The existence of regional libraries in the past two decades has tended to obscure the fact that 36 of the 67 counties still have not created their own library board nor, alternatively, joined with one or more cities in the county in establishing a city-county board. As regional libraries decline, as expected, and, ultimately are dissolved by action of their members, the existence of county or city-county libraries throughout the State will be needed. There seems to be no reason why the creation of county and city-county libraries could not go forward in the meantime. They also could serve as the channel for state aid. It would be feasible and desirable for the Alabama Public Library Service to require existence of a local library board as a prerequisite to state assistance and this would no doubt be welcomed locally by all who are fully informed. This policy would lead to sound and universal legal foundations for public libraries in every square mile of Alabama for the first time in its history. The attached Table 25 indicates the current involvement of county governments in public library support. In column 1 a total of 24 independently organized

Map 2


LAUDERDALE
LIMESTONE
MADISON
JACKSON
Muscle Shoals
COLBERT
North Alabama
FRANKLIN
Wheeler Basin
MARSHALL
Northwest
DEKALB
MARION
WINSTON
CHEROKEE
Carl Elliott
ETOWAH
LAMAR
WALKER
BLOUNT
FAYETTE
ST. CLAIR
CALHOUN
CLEBURNE
JEFFERSON
TALLADEGA
Cheaha
PICKENS
CLAY
RANDOLPH
SHELBY
BIBB
COOSA
TALLAPOOSA
CHAMBERS
CHILTON
GREENE
HALE
SUMTER
Cahaba
Horseshoe Bend
PERRY
ELMORE
LEE
MARENGO
RUSSELL
LOWNDES
CHOCTAW
BULLOCK
BARBOUR
CLARKE
BUTLER
PIKE
MONROE
Choctawhatchee
CRENSHAW
WASHINGTON
HENRY
COFFEE
DALE
COVINGTON
Cross Trails
ESCAMBIA
HOUSTON
GENEVA
MOBILE
BALDWIN

ALABAMA

COUNTY LIBRARIES AND CITY-COUNTY LIBRARIES

▨ Counties with county libraries

▧ Counties with city-county libraries

Table 25

COUNTY GOVERNMENT PARTICIPATION IN PUBLIC LIBRARY SUPPORT

County	Independently Organized Public Library	Joint City-County Public Library	Participation in Regional Library[a/]: Direct Appointments to Regional Board[b/]	Participation in Regional Library[a/]: Through Library Board[c/]	Participation in Regional Library[a/]: Financial Aid Only[d/]
Autauga		X		X	
Baldwin			X		
Barbour			X		
Bibb			X		
Blount					
Bullock			X		
Butler					
Calhoun		X		X	
Chambers	X			X	
Cherokee	X			X	
Chilton			X		
Choctaw	X				
Clarke	X				
Clay	X			X	
Cleburne	X			X	
Coffee			X		
Colbert			X		
Conecuh	X		X		
Coosa			X		
Covington			X		
Crenshaw			X		
Cullman	X			X	
Dale	X		X		
Dallas		X		X	
DeKalb	X			X	
Elmore			X		
Escambia					
Etowah					
Fayette	X				
Franklin			X		
Geneva			X		
Greene	X				
Hale	X				
Henry			X		
Houston		X			

Table 25 (continued)

County	Independently Organized Public Library	Joint City-County Public Library	Participation in Regional Library[a/]: Direct Appointments to Regional Board[b/]	Participation in Regional Library[a/]: Through Library Board[c/]	Participation in Regional Library[a/]: Financial Aid Only[d/]
Jackson					X
Jefferson	X				
Lamar			X		
Lauderdale			X		
Lawrence	X		X		
Lee			X		
Limestone			X		
Lowndes					
Macon		X		X	
Madison					X
Marengo	X				
Marion			X		
Marshall	X			X	
Mobile					X
Monroe	X				
Montgomery		X		X	
Morgan			X		
Perry	X				
Pickens					
Pike			X		
Randolph					X
Russell	X				
Saint Clair	X				
Shelby					X
Sumter	X				
Talladega					X
Tallapoosa			X		
Tuscaloosa		X		X	
Walker			X		
Washington	X				
Wilcox	X				
Winston			X		
Total	24	7	27	13	6

Table 25 (continued)

---

[a] Fifty counties are organized in regions (26 in multi-county regions and 24 in single-county regions.) Another county (Etowah) is planning a regional library by obtaining county participation.

[b] Creation of multi-county regional libraries where counties had not previously entered the library field clearly has inhibited the establishment of county and city-county libraries. Only 3 county libraries have been organized in the 26 counties forming the first 8 regional libraries, and they have not been given authority to appoint representatives to the regional library board. Thirty-six counties still lack county or city-county libraries, mostly located in the first eight regions. Elsewhere organization of county and city-county libraries has progressed steadily.

[c] Five county libraries were already organized in the area of the last two regional libraries established (North Alabama and Cheaha), and the boards of these libraries represent the county commissions in the governance of the regional libraries a new concept in regional library operations in Alabama.

[d] In the most recently organized regional libraries (North Alabama and Cheaha) five counties without county libraries contract with the regional library for rural library service. The sixth such county (Mobile) is required by law to assist financially the Mobile Public Library, which also provides service to the unincorporated areas of the county.

county libraries are indicated, seven joint city-county libraries are shown in the second column. The last three columns indicate whether financial support for libraries of the 46 counties participating in regional library arrangements contribute directly, through their library boards, or on a contract basis.

The participation of the Alabama Public Library Service in an advisory capacity would be helpful to local officials in deciding whether a county or a city-county library would be preferable. In the case of a possible city-county library, the question whether two or more cities should participate with the county might need to be addressed in some cases. Local circumstances vary widely in the number and populations of incorporated cities, and in their distribution throughout the county, and the local officials would benefit from learning the relative advantages of each alternative as applied to their specific local conditions.

Distribution of State Monies to Public Libraries

In recent years, state money was distributed to public libraries on the basis of population, square miles, and membership in a regional library or its equivalent in countywide service. As the regional library concept deteriorated, the factor of membership in a regional library or its equivalent became meaningless. In effect, the requirements were liberalized to permit virtually all public libraries to receive aid. This, in turn, led to a review of the formula itself.

The process of arriving at a new formula is under way at this time, and the Alabama Public Library Service, with the assistance of a committee of librarians, has devised a formula by which 90 percent of the funds would be distributed on a per capita basis and 10 percent by an amount per square mile. This formula acknowledges the supremacy of population as a factor in costs of library service, and yet recognizes that some costs are related to the size of the service area. The new formula appears workable and balanced, and may be reanalyzed from year to year for possible modifications on the basis of further experience.

As shown in Table 25, three principal means exist for the distribution of these state grants for library operating expenses: (a) through regional libraries or informal county committees, (b) public libraries directly, or (c) both, according to the organizational situation. In the past, alternative (c) has been employed, since "regional library" is simply another name for some local public libraries, and this has placed the respective public libraries in distinctly differing situations regarding state aid.

It is suggested that the most logical means for distributing this state aid is directly to each library on a completely impartial basis. For each independent city library, the amount would be calculated on the basis of the square miles within the city limits and the population. The same would apply to each county and city-county library, less the area and population of any independent library within said county. No grants would be made for any county area until the local county authorities acted to establish a public library, separately or jointly with one or more cities, and meet the other criteria common to all applicants for state assistance. Regional libraries would operate on the basis of an agreed program and budget, to which county monies for rural and other service would be contributed, plus a proportion of city library funds corresponding to services received by each such library from the regional library.

The principal change in the above procedure would relate to regional libraries and their member libraries. The new procedure would have the salutary effect of encouraging and strengthening participation of every member library in the joint planning process. It also has the merit of focusing attention on the relative costs of urban and rural service and the respective contributions of the counties and cities for library service. It would not be surprising if some current imbalances were discovered and corrected with local funding becoming more equitable and also more adequate to needs.

Services of the Public Libraries

A number of aberrations in statistical reports raises questions about the accuracy of some public library statistics in Alabama. For the 1976-1977 fical year a strong effort was made to improve the quality of reports received and it is likely that the figures for that year are more dependable. The previous year's reports covered a 15-month year, occasioned by a change in the fiscal year, which made comparisons difficult.

Despite reporting inconsistencies it is quite evident that the public libraries have been improving services in virtually every respect. The following presents some of the highlights, together with aspects of future concern.

Book Collections and Circulation

The total volumes in public libraries in the fall of 1977 were reported to be 5,073,144. This figure may be compared with previous years in Table 26. (The corresponding figure reported for 1976 seems low.) Clearly, public libraries have greatly improved their collections in recent years. Particularly impressive is the figure of 314,679 volumes added during 1976-1977, which represented an increase of 6.6 percent. Continued at this rate the public libraries will make steady gains toward improving a total collection which represented only 1.47 volumes per capita based on the 1970 population (or about 1.39 based on an estimated 1977 population of 3,650,000).

Under the Standards for Alabama Public Libraries prepared by the Alabama Library Association in 1973 and adopted by the Alabama Public Library Service, the average number of volumes sought per capita is slightly over 2.0 per capita for libraries serving populations under 50,000 (see Table 27). If that figure is also used for populations up to 100,000 and 1.0 volume per capita is used for populations over 100,000, the goal in Alabama would be 1.8 volumes per capita. This would constitute a goal of 6,743,700 total volumes. At the current rate of volumes added, the number reached in the fall of 1980 would be 6,017,181 volumes or 89.2 percent of such goal. The rate of discards would need to be known in order to evaluate progress more completely, but this information was not available. Figures for 1973-1974 and 1974-1975 averaged slightly over 200,000. Nevertheless, steady progress appears to be the trend.

Total collections do not reveal, of course, the relative strength of the various libraries. Some of the libraries, as would be expected, are much stronger than others. Some of the small libraries are particularly deficient. The relationship of collection inadequacies and local funding will be discussed later. Per capita expenditures for books in 1976-1977 averaged $.46 and was 13.6

Table 26

BOOKSTOCK IN ALABAMA PUBLIC LIBRARIES

Fiscal Year[a]	Number of Volumes	Percent of Increase	Volumes Per Capita[c]
1959-1960	1,707,052	--	--
1965-1966	2,956,838	73.2	.91
1970-1971[b]	3,682,154	24.5	1.13
1975-1976	4,117,158	11.8	1.26
1976-1977	5,073,144	23.2	1.47

---

[a] Ending June 30, except September 30 in 1976 and 1977.

[b] The nine-month 1969-1970 interim report was not published.

[c] Average increase in volumes from 1960 to 1971 was 179,510; from 1966 to 1976 it was 116,032; from 1971 to 1976 it was 87,001.

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

Table 27

GUIDELINES FOR MINIMUM BOOK COLLECTION AND SPACE NEEDS ALABAMA LIBRARY ASSOCIATION*

1973

Population Served	Shelving Space(a)			Reader Space	Staff Work Space	Estimated Additional Space Needed (c)	Total Floor Space
	Size of Book Collection Vol.	Linear Feet of Shelving (b)	Amount of Floor Space Sq. Ft.		Sq. Ft.		
Under 2,499	10,000 -	1,300	1,000	Min. 400 sq. ft. for 13 seats at 30 sq. ft. per reader space	300 sq. ft.	300 sq. ft.	2,000 sq. ft.
2,500-4,999	10,000 plus 3 books per capita for pop. over 3,500	1,300 Add 1 ft. of shelving for every 8 bks. over 10,000	1,000 Add 1 sq. ft.for every 10 bks over 10,000	Min. 500 sq.ft. for 16 seats Add 5 seats per M. over 3500 Pop. served at 30 sq. ft. per reader space	300 sq. ft.	700 sq. ft	2,500 sq. ft. or 0.7 sq.ft per capita whichever is greater
5,000-9,999	15,000 plus 2 bks. per capita for pop. over 5,000	1,875 Add 1 ft. of shelving for every 8 bks. over 15,000	1,500 Add 1 sq.ft.for every 10 bks over 15,000	Min. 700 sq. ft. for 23 seats Add 4 seats per M. over 5,000 pop. served at 30 sq. ft. per reader space	500 sq.ft.Add 150 sq.ft.for each full time staff member over 3	1,000 sq.ft.	3,500 sq.ft or 0.7 sq.ft. per capita whichever is greater
10,000 - 24,999	20,000 plus 2 bks. per capita for pop. over 10,000	2,500 Add 1 ft. of shelving for every 8 bks. over 20,000	2,000 Add 1 sq.ft.for every 10 bks. over 20,000	Min. 1,200 sq. ft. for 40 seats, Add 4 seats per M. over 10,000 pop.	1,000 sq.ft. Add 150 sq. ft for each full-time staff member over 7	1,800 sq. ft.	7,000 sq.ft. or 0.7 sq.ft. per capita, whichever is greater
25,000 - 49,999	50,000 plus 2 bks. per capita for pop. over 25,000	6,300 Add 1 ft. of shelving for every 8 bks. over 50,000	5,000 Add 1 sq.ft.for every 10 bks. over 50,000	Min 2,250 sq. ft. for 75 seats Add 3 seats per M. over 25,000 pop. served.	1,500 sq. ft. Add 150 sq.ft. for each full-time staff member over 13	5,250 sq.ft.	15,000 sq.ft. or 0.6 sq.ft. per capita, whichever is greater.

*Adopted by Alabama Public Library Service.

a/ Libraries in systems need only to provide shelving for basic collection plus number of books on loan from resource center at any one time.

b/ A standard library shelf equals 3 linear feet.

c/ Space for circulation desk, heating and cooling equipment, multi-purpose room, stairways, janitors' supplies, toilets, etc., as required by community needs and the program of library services.

Source: Alabama Library Association, Public Library Division, Standards for Alabama Public Libraries, Montgomery: 1973.

percent of operating expenditures, of a total of 16.3 percent for library materials as a whole.

Circulation. Book circulation was 14,511,466 in 1976-1977, or 4.21 per capita based on the 1970 population, a creditable figure. However, the counting method of some libraries results in uneven reporting and this figure is probably incorrect on the high side. Regardless of this, the increasing utilization of Alabama public libraries appears to reflect the improved collections and service.

Nonbook Collections. The public libraries held 1,077 16mm films, 75,470 phonograph records, 148,379 microforms, and 48,189 other nonbook items in the fall of 1977. Newspaper and periodical titles totaled 8,778. These numbers underscore the growing interest of the public in having access to these kinds of materials. Sixteen percent of expenditures for library materials, totaling $305,881, was used for these items. This represented an average of nine cents per capita.

Audio-Visual Services

Alabama public libraries have two reliable sources for films, the Alabama Public Library Service Audio-Visual Department and the Alabama Cooperative Film Circuit, which provide complementary services. Duplication of collection is minimal through a coordinated effort to acquire unique materials which will contribute to the overall strength of the two programs. Films are often previewed jointly. Selection is based on the need to fill obvious gaps, frequency of subject requests by patrons, media review recommendations, suggestions of librarians, product quality and, of course, economic considerations.

Alabama Public Library Service lends free of charge to all public libraries in the State films from a stock of over 450 titles. In addition to 16mm films the audio-visual department lends filmstrips, records, cassettes, framed art, and slides to supplement local collections. Public libraries are free to charge these materials to qualified borrowers. Professional personnel are available to offer suggestions and assistance in selecting individual films or to arrange an extensive schedule of audio-visual aids. The impressive circulation growth in the film-strip collection of APLS is shown in Table 28. At this rate of growth the number of viewers annually could exceed one million in five years or less.

The Alabama Cooperative Film Circuit circulates groups of films from the Contemporary Media Center of the Mobile Public Library. Established in 1972, the Cooperative furnishes films to member libraries. Films selected to appeal to differing age groups cover a wide range of subjects. Member libraries are assessed a $600 annual fee. APLS also provides funds. For this charge, members receive monthly a rotating collection of approximately 20 films from the Cooperative total collection of about 500 titles. Bookings for screening can be made in anticipation of receipt of the numbered collection groups through an assigned rotation schedule. A catalog listing films within each group is compiled annually.

Circulation figures for the 1975-1976 fiscal year are: 7,870 films circulated and shown 15,999 times to audiences totaling 562,269. These statistics indicate a somewhat higher use rate than those of the Alabama Public Library Service.

Participants in the program are shown on Map 3. A number of individual libraries subscribe separately from regional libraries. In at least one instance a city-county library member regularly provides films to libraries in its region (Anniston-Calhoun to Cheaha Region) from its deposit collection. Films are available on a rental basis to nonmember libraries as scheduling permits.

Individual libraries also include audio-visual materials in their own collections. In 1976-1977 they owned 1,077 16mm films.

Audio-Visual Service in the Future. Obviously interlibrary cooperation is already an important factor in the acquisition and circulation of films and filmstrips, largely because the high costs make most acquisitions by individual libraries prohibitive beyond minimum collections. From this experience it would appear that similar cooperation will become more and more feasible for less expensive items when cooperative methods are created adequate to users' needs for easy and rapid identification and quick delivery. The potential of cooperative library systems in assisting audio-visual services has been demonstrated in other states, and is a logical factor in planning for systems in Alabama.

Table 28

APLS FILM-FILMSTRIP CIRCULATION

Year	Circulation
1970-1971	897
1971-1972	1,538
1972-1973	1,832
1973-1974	2,963
1974-1975	4,363
1975-1976	6,608
1976-1977	7,413[a]

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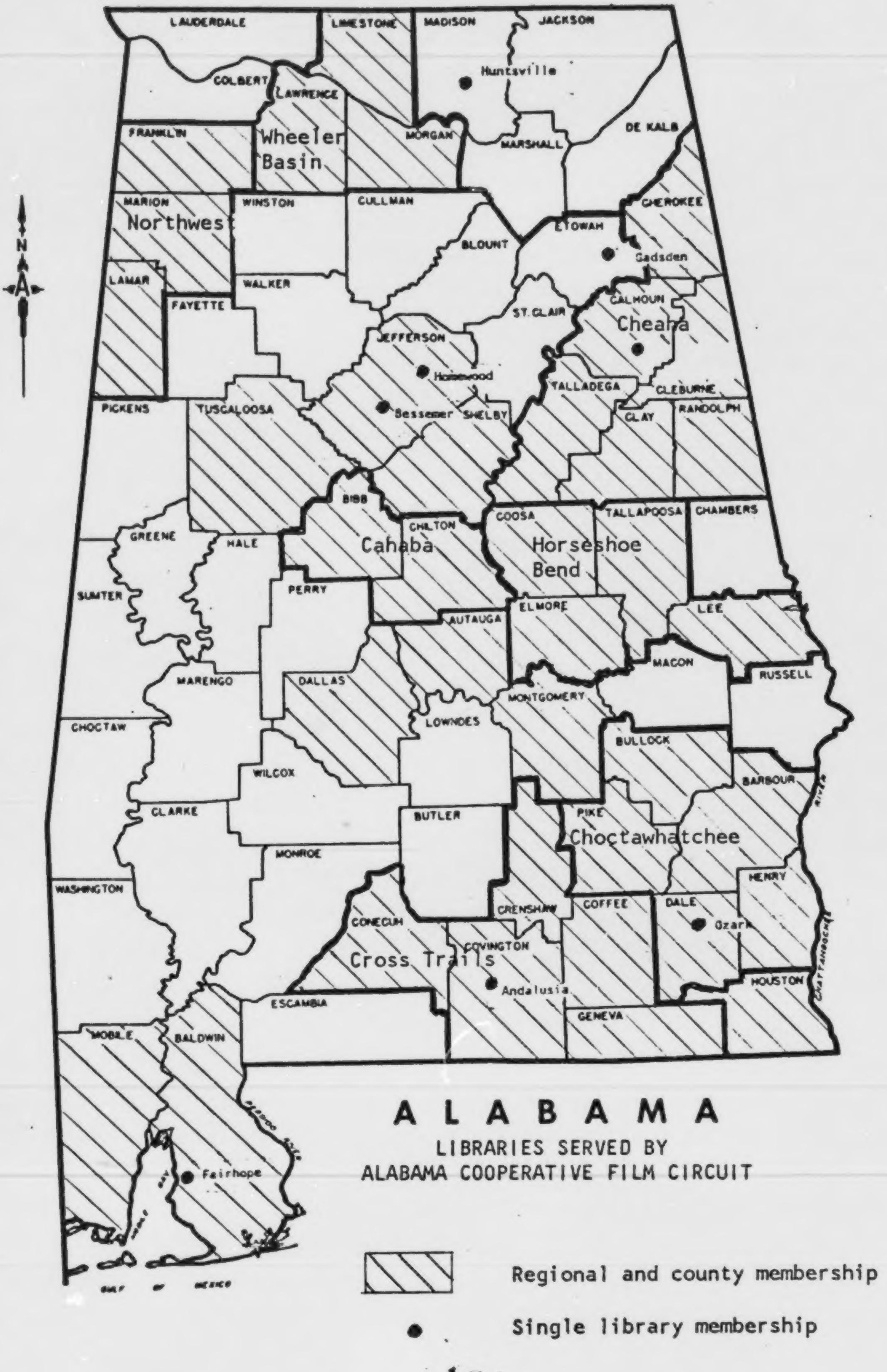
[a] Viewers numbered 543,417 at 14,922 showings.

Source: Alabama Public Library Service Audio-Visual Department.

Map 3


LAUDERDALE
LIMESTONE
MADISON
JACKSON
Huntsville
COLBERT
LAWRENCE
FRANKLIN
Wheeler Basin
MORGAN
MARSHALL
DE KALB
MARION
Northwest
WINSTON
CULLMAN
CHEROKEE
ETOWAH
Gadsden
BLOUNT
LAMAR
WALKER
FAYETTE
CALHOUN
Cheaha
ST. CLAIR
JEFFERSON
Homewood
Bessemer
SHELBY
TALLADEGA
CLEBURNE
PICKENS
TUSCALOOSA
CLAY
RANDOLPH
BIBB
COOSA
TALLAPOOSA
CHAMBERS
CHILTON
Cahaba
Horseshoe Bend
GREENE
HALE
SUMTER
PERRY
ELMORE
LEE
AUTAUGA
MACON
RUSSELL
MARENGO
DALLAS
MONTGOMERY
CHOCTAW
LOWNDES
BULLOCK
WILCOX
BARBOUR
CLARKE
BUTLER
PIKE
Choctawhatchee
MONROE
HENRY
WASHINGTON
CRENSHAW
COFFEE
DALE
Ozark
CONECUH
COVINGTON
Cross Trails
Andalusia
HOUSTON
ESCAMBIA
GENEVA
MOBILE
BALDWIN
Fairhope
CHATTAHOOCHEE RIVER
PERDIDO RIVER
MOBILE BAY
GULF OF MEXICO
N
A

A L A B A M A

LIBRARIES SERVED BY
ALABAMA COOPERATIVE FILM CIRCUIT

▨ Regional and county membership

● Single library membership

Interestingly, the film-sharing arrangements of the public libraries have not extended to the schools, although isolated exchanges no doubt take place, nor do school systems have extensive sharing arrangements among themselves or with public libraries. A promising opportunity for cooperation exists here, with payoff including a greater range of films available, reduction of unit costs, and the development of courier or other fast delivery systems. Public library-school library cooperation within multi-type library systems would no doubt make this a subject for early consideration. An even greater potential for interlibrary cooperation in this activity may exist between junior colleges and public libraries.

Comparative Expenditures for Library Materials

The progress of public libraries in collections of books and all other library materials is evident in Table 29. In recent years the average increase in dollar expenditures for library materials has significantly exceeded the rate of inflation and rate of population growth combined, thereby representing a positive improvement,in the total holdings, a fact no doubt detected and appreciated by the using public.

Public Library Hours

Library hours are an important measure of public library service, along with collection strength and staff capabilities. Considerable data was available to examine this aspect of service.

In the 1978-1982 Long-Range Plan for Library Development adopted by the Alabama Public Library Service, certain standards of weekly hours were set forth by population groups served:

Under 5,000	24 hours per week
5,000 - 9,999	30 hours per week
10,000 - 24,999	40 hours per week
25,000 or Over	60 hours per week

Table 29

COMPARATIVE EXPENDITURES FOR BOOKS AND AUDIO-VISUAL MATERIALS IN ALABAMA PUBLIC LIBRARIES

(in thousands)

Fiscal Year	Expenditures for Books and Periodicals	Percent of Increase (Decrease)
1965-1966	738	28.8
1971-1972	1,015	21.1
1972-1973	1,107	9.0
1973-1974	1,406	27.0
1974-1975	1,496	6.4
1975-1976	1,676[a]	12.0
1976-1977	1,906	13.7

---

[a] Equals 80 percent of the 15-month total of $2,095,000.

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

Of 171 libraries reporting (of a total of 176), 55 libraries failed to meet this standard in the year 1975-1976, as shown in Table 30. The deficiency totaled 514 hours per week or an average deficiency for these 54 libraries of 9,5 hours per week.

The greatest deficiency of any group was found in the libraries serving populations under 5,000. Even though the standard was only 24 hours a week, 43 libraries, 75 percent of all those deficient by the 1977-1978 standards, were in this group. Nevertheless, a larger proportion of these small libraries met the standards (43 percent), than did the libraries of the largest group, those serving populations in excess of 25,000. Of this latter group 46 percent were open fewer hours than the 60 provided in the standards. In Table 31 nine groupings were used instead of four, which is considered more realistic in standards for hours than the broader classes. Eight libraries reported hours of less than 10 a week.

Using a frequency table of this type a more equitable standard could be devised, or preferably a series of advancing standards scheduled over a period of years. A sample model based on this approach is shown in Table 32, which compares the 1977-1978 APLS standard with two graded standards for 1980-1981 and 1982-1983 which, it is believed, could more realistically be sought. Another, and perhaps even better, guide might be a curve which would avoid grouping of libraries altogether and enable each library to determine its standard for hours by comparing its population to the corresponding curve depicting hours.

Days Open Per Week

A related aspect to number of hours open is the number of days open, Saturday and Sunday opening, and evening hours. In Table 33, using the same population groups, a grid is presented showing the number of days each week public libraries are open. Some surprising results appear. For example, the nine libraries that were open seven days a week are distributed among seven of the population groups. A surprising number of small libraries were open seven days a week. A number of medium-sized libraries, serving populations from 5,000 to 25,000, were open only five days a week. Standards are difficult to devise with respect to

Table 30

CURRENT DEFICIENCIES IN WEEKLY HOURS OF ALABAMA PUBLIC LIBRARIES COMPARED TO 1978 STANDARDS ADOPTED BY THE ALABAMA PUBLIC LIBRARY SERVICE

Population Group	Weekly Hours By APLS Standards	Number of Libraries Below Standards[a]	Average Number of Weekly Hours Open	Total Number of Weekly Hours Open	Total Required Hours Under Standards	Deficiency in Weekly Hours Open[b]
Under 5,000	24	43	15.5	668	1,032	364
5,000 - 9,999	30	4	20.2	81	120	39
10,000 - 24,999	40	1	20.0	20	40	20
25,000 or over	60	7	47.0	329	420	91
Total	--	55	--	1,098	1,612	514

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[a] Five libraries did not report hours open, and it may be assumed that most of these are below the standard number. Also Jefferson County Library was not included because of its special situation.

[b] Estimating $200, $300, $500, and $1,000 as the incremental cost of each library (from small to large of the four groups) in staying open each additional hour per week, the total additional cost per year to meet 1978 APLS standards would be $185,500, or an increase in total annual statewide public library expenditures of approximately two percent, and for those deficient libraries an average increase of over 15 percent.

Source: Annual reports of Public Libraries to the Alabama Public Library Service, 1976; Alabama Public Library Service. "Interim Criteria for Approval of Applications for Library Services and Construction Act Funds." The Alabama Long-Range Program for Library Development, 1978-1982. Montgomery: 1977, Paragraph 11.9.

Table 31

PUBLIC LIBRARY HOURS BY POPULATION GROUP IN ALABAMA, 1976

Population Group[a]	0-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75-79	Number of Libraries[b]
Under 1,000	5	2	4	1		1	1	7								21
1,000-2,499	2	3	7	9	1	5	1	10	1	2						41
2,500-4,999	1	2	2	14	2	3	5	10	1		2					42
5,000-9,999			1	1	2	7	7	11	3	2						34
10,000-24,999				1				5	2	3	3	2	1		1	18
25,000-49,999						1		2		3	1	1				8
50,000-99,999												1		1		2
100,000-199,000								1					1	2		4
200,000 & More													1			1
Total	8	7	14	26	5	17	14	46	7	10	6	4	3	3	1	171

---

[a] Population figures used are those of city in which located regardless of total area served, as offering greater comparability. In specific instances other factors may be taken into account for analysis.

[b] 171 of 176 libraries reporting; NOT reporting: Ashville (population 986); Camden (population 1,742); Hanceville (population 2,027); Robertsdale (population 2,078); Cordova (population 2,750).

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

Table 32

A MODEL FOR LONG-RANGE IMPROVEMENT OF PUBLIC LIBRARY STANDARDS AS APPLIED TO HOURS OPEN TO THE PUBLIC[a]

	Standards for Minimum Hours Open to the Public			Libraries Not Meeting the 1977-1978 Standard	
	1977 1978[b]	1980-1981	1982-1983	Number	Percent
Under 1,000	24	17	20	12	57
1,000 - 2,999	24	21	24	18	44
2,500 - 4,999	24	25	28	13	31
5,000 - 9,999	30	30	32	4	12
10,000 - 24,999	40	40	42	1	6
25,000 - 49,999	60	50	52	7[c]	88
50,000 - 99,999	60	60	62	0	0
100,000 or over	60	70	72	0[d]	0
Total	--	--	--	55	32

---

[a] Out of a total of 176 public libraries, four serving populations under 2,500, and one serving a population between 2,500 and 4,999 did not report hours open.

[b] Established by Alabama Public Library Service for 1978.

[c] Only one library serving the population group was open 60 hours or more during 1975-1976.

[d] Jefferson County Library, open 40 hours weekly, was omitted as a special case.

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976; Alabama Public Library Service. "Interim Criteria for Approval of Applications for Library Services and Construction Act Funds." *The Alabama Long-Range Program for Library Development, 1978-1982*. Montgomery: 1977, Paragraph 11.9.

Table 33

DAYS OPEN PER WEEK, ALABAMA PUBLIC LIBRARIES 1976

Population Group[a]	Number of Libraries in Group	Days Per Week 1	2	3	4	5	6	7
Under 1,000	21	-	3	4	5	6	3	-
1,000 - 2,499	41	-	1	3	2	21	13	1
2,500 - 4,999	42	-	1	2	4	22	12	1
5,000 - 9,999	34	-	-	-	2	15	16	1
10,000 - 24,999	18	-	-	-	-	3	14	1
25,000 - 49,999	8	-	-	-	-	-	6	2
50,000 - 99,999	2	-	-	-	-	-	2	-
100,000 - 199,999	4	-	-	-	-	1	1	2
200,000 and over	1	-	-	-	-	-	-	1
All Libraries	171[b]	0	5	9	13	68	67	9

---

[a] Grouping is by population of city in which the library is located, considered as giving best comparability between libraries.

[b] 171 of 176 libraries reporting, NOT reporting: Ashville (populaation 986); Camden (population 1,742); Hanceville (population 2,027); Robertsdale (population 2,078); Cordova (population 2,750).

Source: Annaul Reports of Public Libraries to the Alabama Public Library Service, 1976.

number of days open, but clearly guidance, together with the rationale behind it, would be helpful to library boards and librarians in this matter due to the important service implications.

In Table 34 a comparison is made of Saturday and Sunday opens with average weekly hours by population groups, while in Table 35 is a display by population groups of libraries not open any evening, or Saturday, or Sunday, neither Saturday or Sunday, or neither Saturday, Sunday, or any evening. A surprising 46 libraries out of 171 reporting did not give their patrons an opportunity to visit the library on Saturday, Sunday, or any evening.

Of the 119 libraries which opened on Saturdays the number of hours open varied from two to nine, as shown in Table 36. Only 13 libraries opened on Sundays, and their hours varied from two to six.

Clearly, the matter of hours, days, weekends, and evenings is critical to good library service and a comprehensive statewide study could lead to significant public benefits. Unfortunately, personnel costs are an important element, and an increase in total hours would require additional operating costs. The strict application of the 1978 standards of APLS were priced out in footnote b of Table 30 at an estimated $185,000 a year or 1.6 percent of annual operating expenditures in 1976-1977. Actually, in terms of public benefits this amount of increase appears justified. For many working people, and especially since more women are working, the lack of adequate library hours, especially on weekends and in the evenings, curtails their use of public libraries to nearly zero. Also, with the growth of school libraries, public libraries are turning their attention to improving adult service.

Bookmobile Service

Alabama has vigorously and persistently worked to extend library service to the rural areas through bookmobiles. The Library Services Act of 1956 threw federal support behind this effort and the Alabama Public Library Service welcomed the aid. The regional library movement was the vehicle largely employed to accomplish this, as well as to assist the small cities. As a result 50 of the 67 counties were being served by bookmobiles

Table 34

LIBRARY HOURS BY POPULATION CATEGORIES ALABAMA PUBLIC LIBRARIES, 1976

Population[a] 1970	Number of Libraries Reporting	Average Hours Open Per Week	Open Saturday Number	Open Saturday Percent	Open Sunday Number	Open Sunday Percent
Under 1,000	21	21.5	8	38.0	0	0.0
1,000 - 2,499	41	27.7	30	73.2	0	0.0
2,500 - 4,999	42	30.9	24	57.1	3	7.3
5,000 - 9,999	34	35.7	28	82.4	1	2.9
10,000 - 24,999	18	51.1	17	94.4	2	11.1
25,000 - 49,999	8	49.0	8	100.0	2	25.0
50,000 - 99,999	2	65.8	2	100.0	1	50.0
100,000 - 199,999	4	62.1	3	75.0	2	50.0
200,000 and over	1	69.0	1	100.0	1	100.0
All libraries	171[b]	--	121	70.8	12	7.0

---

[a] Grouping is by population of the city in which the library is located, as having major influence on day and hours open, and as giving better comparability between libraries. Exceptions as to such influences undoubtedly exist in varying degrees, and may be taken into account by analysis of individual circumstances when making specific comparisons.

[b] 171 of 176 libraries reporting; NOT reporting: Ashville (population 986); Camden (population 1,742); Hanceville (population 2,027); Robertsdale (population 2,078); Cordova (population 2,750).

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

Table 35

PUBLIC LIBRARIES WITHOUT EVENING, SATURDAY, OR SUNDAY HOURS BY POPULATION GROUP, 1976

Population Group[a]	Total Libraries Reporting in Group	Library Not Open									
		Any Evening[b]		Saturday		Sunday		Saturday and Sunday		Evenings, Saturday, and Sunday	
		Number	Percent of Group	Number	Percent of Group	Number	Percent of Group	Number	Percent of Group	Number	Percent of Group
Under 1,000	21	21	100.0	15	71.4	21	100.0	15	71.4	15	71.4
1,000 - 2,499	41	32	78.0	10	24.4	40	97.6	10	24.4	10	24.4
2,500 - 4,999	42	35	83.3	17	40.4	38	90.5	15	35.7	14	33.3
5,000 - 9,999	34	17	50.0	6	17.6	33	97.1	6	17.6	5	14.7
10,000 - 24,999	18	10	55.6	1	5.6	16	88.9	1	5.6	1	5.6
25,000 - 49,999	8	1	12.5	0	0.0	6	75.0	0	0.0	0	0.0
50,000 - 99,999	2	0	0.0	0	0.0	1	50.0	0	0.0	0	0.0
100,000 - 199,999	4	1	25.0	1	25.0	2	50.0	2	50.0	1	25.0
200,000 and over	1	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
All libraries	171[c]	117	68.4	50	29.2	159	93.0	49	28.7	46	26.9

---

[a] Grouping is by population of city in which located, as representing best comparability between libraries.

[b] Evening hours are considered as those after 6:00 p.m.

[c] 171 of 176 libraries reporting; NOT reporting: Ashville (population 986); Camden (population 1,742); Hanceville, (population 2,027); Robertsdale (population 2,078); Cordova (population 2,750).

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

Table 36

SATURDAY AND SUNDAY HOURS
ALABAMA PUBLIC LIBRARIES
1976

Number of Hours	Libraries Open on Saturday		Libraries Open on Sunday	
	Number	Percent	Number	Percent
0	52	30.4	158	92.4
1	0	0,0	0	0.0
2	5	2.9	2	1.2
3	30	17.5	6	3.5
4	41	24.0	4	2.3
5	8	4.7	0	0.0
6	8	4.7	1	.6
7	7	4.1	0	0.0
8	13	7.6	0	0.0
9	7	4.1	0	0.0
Total	171	100.0	171	100.0

Note: 171 of 176 libraries reporting. Saturday: percent with scheduled Saturday hours - 69.6; average hours open - 3.32. Sunday: percent with scheduled Sunday hours - 13.5; average hours open - 0.26.

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

in 1977, as shown on Map 4. The population of the counties unserved by bookmobiles was 445,121, or 12.9 percent of the total 1970 population. But since city libraries were operating in all but one county, the actual population unserved unless journeying to the nearest municipal library is estimated to have been 310,000. Most of the counties without bookmobiles were those which had not formed regional libraries.

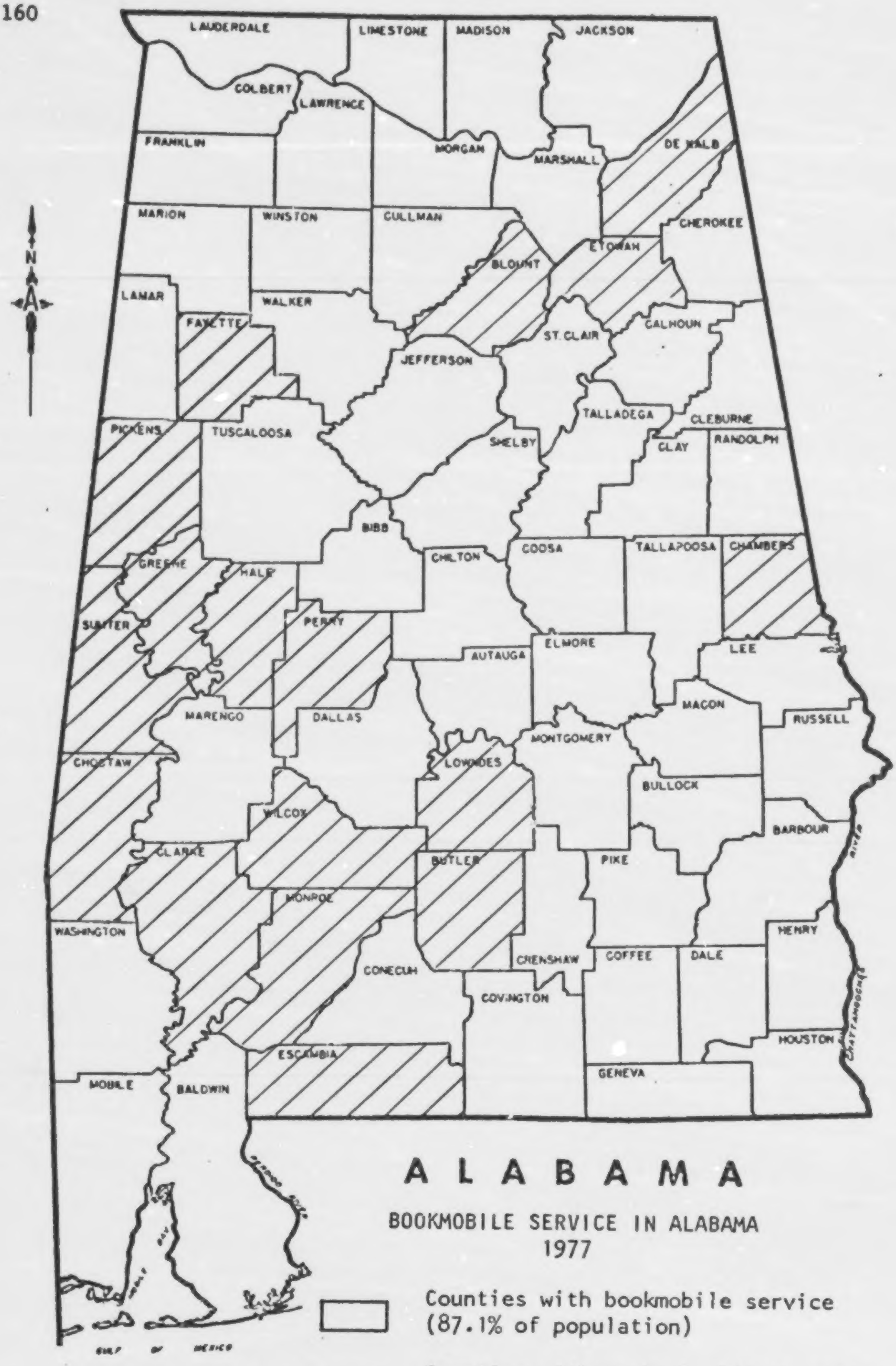
The 1976-1977 annual reports of the public libraries revealed that 42 bookmobiles were serving the 50 counties, as shown in Table 37. They made an average of 1,053 stops per week, or an average of 25 per bookmobile. The total hours of service for the 42 bookmobiles was 1,174.5, which averaged 28 hours per week or 3-1/2 eight-hour days per week.

Circulation figures are uncertain due to inconsistencies in counting, but an estimate of 3,521,516 is considered to be reasonable, which was 24 percent of the total public library circulation of 14,511,466 in that year. Based on 58,725 total annual hours of bookmobile service (1,174.5 hours weekly x 50 weeks), this indicates a circulation of 60 books per hour. This compares with a circulation of 200 books per hour for libraries in fixed locations, calculated by dividing their 1976-1977 circulation of 10,989,950 by 54,900 open hours (1,098 hours open per week x 50 weeks).

The rural population of Alabama in 1970 was 1,433,000 people, or 41 percent of the total Alabama population of 3,444,165. There is no way of estimating what percentage of the circulation from fixed libraries is to rural residents, but the 41 percent of the population they represent obtain from bookmobiles 24 percent of all books circulated by the public libraries, an impressive figure for an extension service.

Actually, some bookmobile stops are made within city limits, and the 24 percent circulation by bookmobiles is not entirely rural nor is the other 76 percent of the circulation all to city residents. An estimate of relative circulation to rural versus city residents may be based on the above figures, however, and circulation to rural residents probably falls somewhere between 30 and 35 percent of the total. This gives a rough measure of the financial support county governments should be giving to public libraries relative to city governments for the State as a whole. Local conditions could vary somewhat.

Map 4


N
LAUDERDALE
LIMESTONE
MADISON
JACKSON
COLBERT
LAWRENCE
FRANKLIN
MORGAN
MARSHALL
DE KALB
MARION
WINSTON
CULLMAN
CHEROKEE
BLOUNT
ETOWAH
LAMAR
WALKER
FAYETTE
ST. CLAIR
CALHOUN
JEFFERSON
PICKENS
TUSCALOOSA
TALLADEGA
CLEBURNE
SHELBY
CLAY
RANDOLPH
BIBB
GREENE
HALE
CHILTON
COOSA
TALLAPOOSA
CHAMBERS
SUMTER
PERRY
AUTAUGA
ELMORE
LEE
MARENGO
DALLAS
MACON
RUSSELL
MONTGOMERY
CHOCTAW
LOWNDES
BULLOCK
WILCOX
BARBOUR
CLARKE
BUTLER
PIKE
MONROE
WASHINGTON
HENRY
CRENSHAW
COFFEE
DALE
CONECUH
COVINGTON
HOUSTON
ESCAMBIA
GENEVA
MOBILE
BALDWIN
CHATTAHOOCHEE RIVER
PERDIDO RIVER
MOBILE BAY
GULF OF MEXICO

A L A B A M A

BOOKMOBILE SERVICE IN ALABAMA
1977

☐ Counties with bookmobile service (87.1% of population)

▨ Counties without bookmobile service (12.9% of population)

Table 37

BOOKMOBILE SERVICE OF PUBLIC LIBRARIES IN ALABAMA
1976-1977

Region	Number of Counties Served[a]	Number of Bookmobiles	Average Stops Per Week	Average Hours Service Per Week	Annual Circulation
		A. Bookmobile Service By Regions			
Autauga	1	1	10	6	n/a
Baldwin	1	1	15	28	n/a
Birmingham	1	5	44	32	700,232
Cahaba	2	1	33	33	2,667
Carl Elliot	2	1	72	32	31,518
Cheaha	6	4	121	37.5	87,086
Choctawhatchee	5	2	56	30	635,208
Cross Trails	5	2	62	32	2,184,991[c]
Cullman	1	1	40	36	55,315
Friedman	1	1	56	32	241,831
Houston	1	2	48	24.5	145,438
Chambers	1	0	0	0	0
Horseshoe Bend	3	2	47	30	318,112
Macon	1	1	61	11	2,333
Mobile	1	1	48	22	42,444
Montgomery	1	2	38	24	37,010
Muscle Shoals	2	1+1 van	62	44	58,680
North Alabama[b]	3				
Huntsville		2	8	43	32,522
Marshall Co.		1	13	20	10,088
Scottsboro		1	10	24	15,585
Northwest	3	1	24	32	18,414
Russell	1	1	48	36	37,829
Selma	1	1	8	32	11,331
St. Clair	1	1	24	22	93,653
Shelby	1	1	n/a	26	n/a
Wheeler Basin	3	2	55	24	260,901

Table 37 (continued)

Region	Number of Counties Served[a]	Number of Bookmobiles	Average Stops Per Week	Average Hours Service Per Week	Annual Circulation
B. Bookmobile Service of Counties Not in Regions					
Marengo	1	1	22	24	33,067
Washington	1	1	28	13.5	14,261
Total	50	42	1,053	1,174.5	3,521,516[c]

---

[a] 17 counties, with a 1970 total population of 445,121 (12.9% of the total population) were not served by bookmobiles.

[b] DeKalb County, although participating in the regional library, is not served by a bookmobile.

[c] Revising arbitrarily the Cross Trails circulation to an estimated 635,208 to allow for reporting inconsistencies, the total shown here is considered closer to the actual.

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

Relative Effectiveness of Bookmobiles. A comparative examination of the weekly utilization of bookmobiles indicates some are used more intensively than others. Also, the relative administrative effectiveness of the several libraries in reducing "servicing" time cannot be judged from the figures in Table 37. Also, not shown is the frequency of visits, but stops made in the same location are known to vary from once a month to once a week. Also, the length of each stop, which deserves careful adjustment according to experience, is not shown. Neither is the experience of any library in planning and operating bookmobile service communicated systematically to others for guidance in making service adjustments.

In short, standards and comparative studies would assist Alabama's public libraries to improve both the effectiveness and the efficiency of bookmobile service.

Bookmobile Service to the Schools. The environment in which bookmobiles operate has changed radically in recent years in that part related to service to the schools. An Alabama Education Survey Commission, in an extensive study published in 1945, stated as follows:

> Planning for extension of library facilities to all of the school population as well as to the adult population of Alabama is the dual responsibility of the public library service and of the schools. The public schools should use the facilities of all available public libraries to enrich their services to the children and to the community. The public library service should cooperate with the schools in working out plans for larger services to the communities in which the schools are located.[32]

Bookmobiles have figured prominently in public library service to the schools and continue to do so today in a few areas. However, this service is waning and properly so. The establishment and development of school libraries calls for a reassessment of the service, with modifications wherever indicated. The statement of the Survey Commission is as valid in 1978 as it was in 1945, but the means for executing the joint responsibilities of public and school libraries have changed and are changing still. The ingenuity of the personnel of these two groups of libraries needs to be applied to the new conditions as they develop to insure that the now much greater resources are fully applied to the pupil's needs. Cooperative library systems, formally organized, are obviously the prime method open today.

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[32] Alabama Education Survey Commission. Public Education in Alabama. Washington, D.C.: The American Council on Education, 1945, p. 161.

Books-by-Mail Service. Unlike bookmobiles, books-by-mail programs have yet to be widely initiated. Table 38 indicates that only one county has a truly effective program, that of Tuscaloosa, carried out by the Friedman Library. However, several other libraries, notably Wheeler Basin and Cheaha regional libraries, are working in this area, and others are in the planning stage, including Cahaba and Choctaw.

Any future analysis of rural service no doubt will consider the merits of this program for possible further development. It may be planned as complementary to bookmobile service, or even supplanting bookmobiles. Clearly many questions of relative emphasis and cost/effectiveness are involved.

The Future of Rural Library Services

A statewide plan for bookmobile service has not been prepared by APLS, nor have standards of service been adopted. Staff members assigned to the various libraries currently have no specific goal or level of service to pursue in this sector of library affairs. Until recently initial data had not been made available on which to base plans for further study. It is a matter to which APLS expects to address itself, especially in connection with future statewide cooperative plans.

The operation of bookmobiles is intimately related to the role that county governments have already assumed and will play in the future in public library funding and governance. Bookmobile service and the regional library concept have been the major factors in attracting county participation in public library support. County government is now assuming a major responsibility for public library operations along with the cities, a significant evolution in the structure of library governance in the State.

A thorough study of rural libraries would help to determine the funding obligations of county government with more precision than presently. County interests, while involving citizens in both incorporated and unincorporated areas, tend to focus more heavily on the unincorportated areas and small unserved cities when it comes to library service. Present changing

Table 38

BOOKS-BY-MAIL SERVICE PROVIDED BY PUBLIC LIBRARIES IN ALABAMA 1976-1977[a]

Library	Number of Counties	Annual Circulation 1976-1977
Friedman Library	1	4,679
Wheeler Basin Regional Library	3	957
Cheaha Regional Library	6	117
Cherokee County	1	62
Anniston-Calhoun	1	?

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[a] Books-by-mail programs are not operated in most counties in an organized, aggressive fashion. Such service is apparently available in some libraries, but is negligible and no circulation was reported.

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

conditions appear to call for an early in-depth study of the ways most appropriate to provide such service.

A comprehensive study of rural service would be particularly useful in helping district library systems, if organized as hoped, to be useful in this area. Because two or more counties or parts of counties often join in providing rural service, the cooperative aspect is important to achieving good service as reasonable costs.

Building Space for Public Libraries

The librarians of the southeast rated the lack of space as a major deterrent to good library service when queried in the course of a survey sponsored by the Southeastern Library Association in 1972-1974.[33] Since that date federal funds for public library construction have not been appropriated and the situation persists generally.

The effect of inadequate library space is more devastating to service achievements than sometimes realized. It reduces space for collections, or if collections are improved, it leaves inadequate space for the patrons. It has often been demonstrated that satisfactory space for reading and research in the library encourages use. Otherwise, the check-out counter is the patron's objective, as soon as certain material sought is found. In short, library building standards have been formulated on the basis of experience and cannot be ignored without diminishing desired results.

Alabama public libraries in 1976 had only 7 percent of minimum space needed, based on 1970 urban population, and about 65 percent based on estimated 1976 urban population. This is obviously a very conservative figure, for the rural population was excluded in the calculations when in fact many rural residents use the libraries in the cities.

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[33] Southeastern Library Association. *Libraries and Library Services in the Southeast*. *A Report of the Southeastern States Cooperative Library Survey, 1972-74*. University, Alabama: The University of Alabama Press, 1976.

Total square feet was estimated to be 1,049,201 as shown in Table 39, which also shows the distribution of space among six population groups served.

The actual amount of space needed is shown in Table 40 for each decennial year based on population estimates from Table 22, using an average of .64 square feet per person as derived from standards adopted by the Alabama Library Association and the Alabama Public Library Service. In addition, a 1970 deficiency of 404,453 square feet, as shown in Table 41, equals to $16,178,120 when calculated at a construction cost of $40 per square foot. This does not include needed repairs nor the extensive modernization costs which will be occasioned by the law requiring public buildings to be made accessible and convenient to the blind and physically handicapped. Beyond 1970 the additional space related to population growth is given, and a 40-year cost of $46,994,160 is estimated for minimum additional space (in 1977 dollars).

Not all libraries will be built at minimum standards. Especially for growing communities it would be unwise to construct a library which would become too small the following year as the population increases. Some communities want better quality libraries than can be obtained under minimum standards. Table 42 indicates that in 1976 there were 177,342 square feet in Alabama libraries above the minimum requirement, which represented 16 percent of all space. However, this means that the space shortage of the remainder of the libraries is even more severe than indicated by the total figures already mentioned.

Space Situation of Individual Libraries

Space requirements in Alabama are based on two different sets of standards: (a) population served and (b) total specified for books, reader space, staff work space, and other space, As already shown in footnote [a] of Table 40, the space formula per population under Alabama standards (see Table 27) is .7 square feet per person in cities up to 25,000 and .6 square feet per person in cities over 25,000. The other

Table 39

FLOOR SPACE IN ALABAMA PUBLIC LIBRARIES
1976

Population Served 1970	Number of Libraries Reporting Floor Space[a]	Actual Floor Space (Sq. Ft.)	Number of Libraries Not Reporting Floor Space	Estimated Floor Space of Libraries Not Reporting (Sq. Ft.)	Estimated Total Floor Space (Sq. Ft.)
Under 2,500	48	99,810	20	41,588	141,398
2,500 - 4,999	31	77,047	10	24,854	101,901
5,000 - 9,999	26	97,385	8	29,965	127,350
10,000 - 24,999	15	135,268	3	27,053	162,321
25,000 - 49,999	8	137,076	0	--	137,076
50,000 or over	6	379,155	0	--	379,155
Total	134	925,741	41	123,460	1,049,201

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[a] Jefferson County Library omitted because of need for special computations.

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

Table 40

PROJECTED GROWTH IN SPACE NEEDS OF ALABAMA PUBLIC LIBRARIES BASED ON POPULATION SERVED 1970 to 2020

	Population Growth	In Period Indicated (@ .64 ft. Per Capita[a])	Cumulative Space Needed
1970	--	--	1,453,793[b]
1980	302,335	193,494	1,647,287
1990	343,900	220,096	1,867,383
2000	191,900	122,816	990,199
2010	181,100	115,904	2,106,103
2020	184,300	117,952	2,224,055
Total	1,203,535	770,262	2,224,055[c]

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[a] The .64 was derived by calculating the expected percentage of urban population in cities of 2,500-25,000 (at .7 square feet per capita) and cities over 25,000 (at .6 square feet per capita).

[b] Existing space (1976) of 1,049,201 square feet plus estimated deficiency of 404,453 square feet to meet minimum standards, based on 1970 population.

[c] Cost at $40/square foot equals $88,962,000, less replacement cost of existing space of $41,968,040, gives $46,994,160 as an additional cost of space projected over the next 40 years. In addition, replacement of an estimated 60 percent of existing space by 2020 would cost another $25,180,824 in 1977 dollars, bringing total public library building costs to $72,174,984 by the year 2020.

Source: Center for Business and Economic Research, Economic Abstract of Alabama, 1975, University of Alabama, December, 1975; Alabama Public Library Service, Standards for Alabama Public Libraries, Montgomery, Alabama Library Association, 1973.

Table 41

SPACE DEFICIENCY IN ALABAMA PUBLIC LIBRARIES BASED ON POPULATION SERVED 1976

Population Served 1970	Number of Libraries Reporting Deficiency in Floor Space	Amount of Deficiency (Sq. Ft.)	Number of Additional Libraries Estimated to be Deficient[a]	Estimated Amount of Deficiency (Sq. Ft.)	Total Estimated Floor Space Deficiency (Sq. Ft.)
Under 2,500	33	38,924	13.8	16,284	55,208
2,500 - 4,999	19	25,421	6.1	8,162	33,583
5,000 - 9,999	16	33,531	12.9	27,038	60,569
10,000 - 24,999	7	46,834	1.4	9,367	56,201
25,000 - 49,999	6	41,977	--	--	41,977
50,000 or over	4	156,915	--	--	156,915
Total	85	343,602	34.2	60,851	404,453

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[a] Based on percentage of those found deficient among group which reported floor space.

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976; Alabama Public Library Service, Standards for Alabama Public Libraries, Montgomery: Alabama Library Association, 1973.

Table 42

FLOOR SPACE ABOVE MINIMUM STANDARDS IN ALABAMA PUBLIC LIBRARIES BASED ON POPULATION SERVED

1976

Population Served 1970	Number of Libraries Reporting Space Above Minimum	Amount of Space Above Minimum (Sq. Ft.)	Number of Additional Libraries Estimated Above Minimum	Estimated Amount Above Minimum (Sq. Ft.)	Total Estimated Floor Space Above Minimum (Sq. Ft.)
Under 2,500	15	44,538	6.2	18,408	62,946
2,500 - 4,999	12	18,681	3.9	6,072	24,753
5,000 - 9,999	10	20,771	3.0	6,231	27,002
10,000 - 24,999	8	31,302	1.6	6,261	37,563
25,000 - 49,999	2	18,104	--	--	18,104
50,000 or over	2	6,974	--	--	6,974
Total	49	140,370	14.7	36,972	177,342

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976; Alabama Public Library Service, Standards for Alabama Public Libraries, Montgomery: Alabama Library Association, 1973.

formula must be calculated for each population group set forth in the standards as reproduced in Table 27, which produces the following:

Table 43

MAXIMUM NUMBER OF BOOKS PER SQUARE FEET OF TOTAL SPACE

Under 2,000	5.0
2,500 - 4,999	4.3[a]
5,000 - 9,999	3.8[a]
10,000 - 24,999	2.9
25,000 - 49,999	3.3

[a] Average.

Based on the above figures the space needed in 1976 for the number of volumes then on hand in each of 110 libraries was calculated (without any allowance for further collection growth), by dividing the maximum number of books in Table 43, corresponding to population served, into the number of volumes held. (Only 110 of 176 libraries had reported both square feet of space and number of volumes.) Since the figure of 2.9 for populations of 10,000-24,999 is an aberration obviously in error in the standards, the 3.3 of the next higher group was used in the calculations (even though on the basis of a logical curve 3.5 might have been more appropriate).

The result may be seen for these 110 libraries in Table 44. Fifty of the 110 libraries were found to be crowded, with some having two and three times as many books as the space should accommodate under minimum recommendations. If the same ratio applies to the libraries that did not report fully, approximately 80 public libraries were too small in 1976.

Table 44

PUBLIC LIBRARY CONSTRUCTION, SQUARE FEET OF FLOOR SPACE, BOOKSTOCK, AND VOLUMES PER SQUARE FOOT IN 1976

Population	Date[a]	Public Libraries Constructed[b]	County	Total Square Feet[c]	Bookstock[d]	Volumes Per Square Foot[e]	Space Shortage
3,371	1890	Hale County (in Greensboro)	Hale	800	9,993	12.49	X
5,720	1900	Fairhope	Baldwin	4,607	40,818	8.86	X
2,358	1904	Livingston	Sumter	1,100	8,312	7.56	X
9,102	1904	Eufaula	Barbour	5,120	12,446	2.43	
1,929	1906	Carbon Hill	Walker	1,300	4,885	3.76	
17,662	1907	Talladega	Talladega	8,400	33,258	3.96	X
33,673	1907	Bessemer	Jefferson	10,860	42,838	3.94	X
11,482	1908	Troy	Pike	3,000	16,316	5.44	X
4,324	1911	Union Springs	Bullock	3,140	8,801	2.80	
2,750	1915	Cordova	Walker	7,000	--	--	?
1,865	1922	Newton	Dale	7,000	12,360	1.76	
8,293	1923	Atmore (Holley)	Escambia	2,100	16,007	7.62	X
1,935	1923	Citronelle	Mobile	1,680	10,106	6.01	X
859	1923	Loxley	Baldwin	1,500	3,962	2.64	
1,742	1923	Parrish	Walker	800	--	--	?
10,092	1925	Andalusia	Covington	4,000	15,448	3.86	X
957	1929	Double Springs	Winston	800	--	--	?
2,805	1931	Greene County (in Eutaw)	Greene	1,125	7,422	6.60	X
6,727	1932	Bay Minnette (Ewing)	Baldwin	1,918	14,185	7.39	X
2,664	1933	Bayou La Batre	Mobile	1,400	10,282	7.34	X
25,281	1936	Phenix City	Russell	7,532	39,234	5.21	X
4,134	1939	Haleyville	Winston	2,500	12,036	4.81	X
12,225	1939	Sylacauga	Talladega	11,100	50,736	4.57	X
5,251	1941	Roanoke City	Randolph	1,000	8,973	8.97	X
4,634	1942	Elba	Coffee	1,144	3,264	2.85	
4,361	1947	Oxford	Calhoun	1,365	9,926	7.27	X
5,090	1947	Pleasant Grove	Jefferson	650	6,719	10.34	X
34,031	1948	Florence	Lauderdale	20,000	40,253	2.01	

Table 44 (continued)

Population	Date[a]	Public Libraries Constructed[b]	County	Total Square Feet[c]	Bookstock[d]	Volumes Per Square Foot[e]	Space Shortage
3,034	1951	Milbrook	Elmore	--	843	--	?
21,245	1952	Homewood	Jefferson	7,871	38,773	4.93	X
6,835	1952	Tarrant	Jefferson	6,300	21,490	3.41	
1,231	1954	Leighton	Colbert	3,244*	5,439	1.68	
4,390	1954	Oneonta	Blount	2,628	10,201	3.88	
643	1955	Ariton	Dale	435	3,384	7.78	X
13,555	1956	Dale County (in Ozark)	Dale	18,000	44,646	2.48	
3,530	1956	La Fayette (Pilot)	Chambers	648	5,888	9.09	X
13,115	1956	Sheffield	Colbert	11,732	22,308	1.90	
8,435	1957	DeKalb	DeKalb	9,234	33,858	3.67	
3,368	1957	Foley	Baldwin	1,256	9,583	7.63	X
5,381	1957	Pell City	St. Clair	3,200	45,910	14.35	X
535	1958	Akron	Hale	460	3,163	6.88	X
1,554	1959	Camp Hill	Tallapoosa	192	1,694	8.82	X
1,762	1959	Sulligent	Lamar	1,000	--	--	?
22,767	1960	Auburn	Lee	1,600	9,526	5.95	X
1,254	1960	Blountsville	Blount	1,400	6,361	4.54	
3,088	1962	Hamilton	Marion	700	--	--	?
65,773	1962	Tuscaloosa	Tuscaloosa	8,000	112,837	14.10	X
9,663	1963	Albertville	Marshall	8,000	35,429	4.43	X
4,831	1963	Childersburg	Talladega	2,400	8,674	3.61	
53,928	1964	Gadsden	Etowah	38,857	119,851	3.08	
1,423	1964	Jemson	Chilton	196	--	--	?
12,358	1965	Alexander City	Tallapoosa	4,270	14,846	3.48	X
36,733	1965	Dothan (Houston)	Houston	26,064	86,117	3.30	
1,990	1965	Gordo	Pickens	720	2,245	3.12	
286	1965	Lynn	Winston	450	2,383	5.29	X
4,846	1965	Monroe County (in Monroeville)	Monroe	1,865	--	--	?
1,239	1965	Ragland	St. Clair	1,600	4,680	2.92	
2,985	1965	Trussville	Jefferson	4,000	24,444	6.11	X
31,533	1966	Anniston - Calhoun	Calhoun	33,000	139,809	4.24	X
7,510	1966	Attalla	Etowa	4,200	9,431	2.24	
7,355	1966	Harsille	Morgan	3,080	13,805	4.48	X

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*I[illegible]ude[illegible]seu[illegible]

Table 44 (continued)

Population	Date[a]	Public Libraries Constructed[b]	County	Total Square Feet[c]	Bookstock[d]	Volumes Per Square Foot[e]	Space Shortage
2,190	1966	Vernon	Lamar	850	--	--	?
5,866	1967	Clanton	Chilton	5,770	46,907	8.13	X
12,601	1967	Cullman County	Cullman	16,695	40,923	2.45	
1,584	1967	Flomaton	Escambia	2,400	5,318	2.21	
2,697	1967	Marengo County (in Linden)	Marengo	2,500	8,809	3.52	
41,578	1967	Prichard	Mobile	4,820	33,411	6.93	X
944	1967	Thorsby	Chilton	290	--	--	?
2,078	1967	Robertsville	Baldwin	3,000	7,264	2.42	
8,828	1967	Tuscambia	Colbert	5,500	13,405	2.44	
2,996	1968	Abbeville	Henry	4,862	13,111	2.70	
6,491	1968	Guntersville	Marshall	5,300	17,457	3.29	
1,419	1968	Vincent	Shelby	1,800	--	--	?
1,626	1969	Clayton	Barbour	4,300	9,038	2.10	
2,872	1969	Cliburne County (in Heflin)	Cliburne	2,880	5,811	2.02	
2,248	1969	Columbiana	Shelby	11,455	54,799	4.78	X
2,701	1969	Florala	Covington	1,600	2,960	1.85	
950	1969	Rogersville	Lauderdale	4,300	12,877	2.99	
8,311	1969	Vestavia Hills	Jefferson	14,000	29,724	2.12	
692	1970	Addison	Winston	250	860	3.44	
14,360	1970	Athens	Limestone	1,000	9,827	9.83	X
870	1970	Autaugaville	Autauga	400	3,000	7.50	X
2,064	1970	Choctaw County (in Butler)	Choctaw	4,000	24,407	6.10	X
7,651	1970	Demopolis	Marengo	2,400	12,364	5.15	X
785	1970	Louisville	Barbour	500	2,890	5.78	X
9,324	1970	Scottsboro	Jackson	7,076	21,511	3.04	
3,292	1970	Winfield	Marion	4,334	--	--	?
3,044	1970	York	Sumter	578	4,798	8,30	X
15,591	1971	Enterprise	Coffee	--	10,053	--	?
1,172	1971	Midland City	Dale	1,450	4,811	3.32	
4,568	1971	Fayette County	Fayette	5,179	17,074	3.30	
1,893	1971	Reform	Pickens	600	3,950	6.58	X
2,374	1971	Sumiton	Walker	300	--	--	?
2,851	1972	Aliceville	Pickens	1,944	4,905	2.52	
986	1972	Ashville	St. Clair	3,000	--	--	?
5,182	1972	Daleville	Dale	600	3,244	5.41	X

Table 44 (continued)

Population	Date[a/]	Public Libraries Constructed[b/]	County	Total Square Feet[c/]	Bookstock[d/]	Volumes Per Square Foot[e/]	Space Shortage
909	1972	Gulf Shores	Baldwin	600	9,544	1.59	
3,166	1972	Irondale	Jefferson	4,996	12,046	2.41	
38,044	1973	Decatur	Morgan	20,000	81,605	4.08	X
2,172	1973	Goodwater	Coosa	--	2,412	--	?
2,545	1973	Headland	Henry	3,565	10,229	2.87	
996	1973	Moundville	Hale	1,302	1,708	1.31	
13,116	1973	Prattville	Autauga	11,600	30,492	2.63	
3,786	1973	Wetumpka	Elmore	2,000	6,000	3.00	
164	1974	Arley	Winston	600	4,675	7.79	X
4,236	1974	Brent	Bibb	562	--	--	?
2,709	1974	Brundidge	Pike	2,200	8,367	3.80	
2,418	1974	Cherokee	Cherokee	3,400	4,507	1.32	
2,382	1974	Daphne	Baldwin	2,100	8,323	3.96	
6,503	1974	Gardendale	Jefferson	2,800	3,580	1.28	
2,220	1974	Guin	Marion	5,704	7,108	1.25	
2,470	1974	Lawrence County (in Moulton)	Lawrence	4,836	7,062	1.46	
1,127	1974	Lincoln	Talladega	228	4,150	1.82	
6,907	1974	Muscle Shoals	Colbert	3,000	20,443	6.81	X
3,047	1974	Pelham	Shelby	330	--	--	?
2,464	1974	Red Bay	Franklin	900	335	.37	
7,814	1974	Russellville	Franklin	1,600	--	--	?
1,862	1975	Dora	Walker	169	3,400	20.10	X
4,398	1975	Geneva	Geneva	5,376	8,457	1.57	
596	1975	Maplesville	Chilton	440	--	--	?
4,289	1975	Perry County (in Marion)	Perry	3,155	--	--	?
2,099	1975	Rainsville	DeKalb	3,125	5,453	1.74	
2,181	1975	Shawmut (Bradshaw)	Chambers	12,674	6,516	.51	
8,447	1976	Chickasaw	Mobile	5,162	10,093	1.95	
10,798	1976	Jasper	Walker	12,000	--	--	?
19,027	1976	Opelika	Lee	15,000	22,678	1.51	
5,063	1976	Piedmont	Calhoun	2,800	7,134	2.55	
27,374	1976	Selma/Dallas County	Dallas	14,800	33,855	2.29	
1,825	--	Clarke County (in Grove Hill)	Clarke	360	2,535	7.04	X
6,991	--	Leeds	Jefferson	2,703	4,561	1.69	
11,028	--	Macon County (in Tuskegee)	Macon	9,000	15,000	1.67	
3,663	--	Roosevelt City	Jefferson	880	3,824	4.34	X

Table 44 (continued)

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[a] By latest construction or acquisition date; portions of some libraries are older than date shown.

[b] 42 of 176 libraries reporting did not list date of construction.

[c] 41 of 176 libraries reporting did not report square feet.

[d] 21 of 176 libraries reporting reported neither square feet nor bookstock.

[e] Maximum volumes per square foot under the *Standards for Alabama Public Libraries, 1973*, are as follows by population served: Under 2,500, 5.0; 2,500-4,999, 4.3 (average); 5,000-9,999, 3.8 (average); 10,000-24,999, 3.3, 25,000-49,999, 3.3. (Note: Standards require maximum of 2.9 books per square foot for population of 10,000-24,999, an obvious error, so for the purposes of this study 3.3 volumes per square foot were used, as in the next higher category.)

Source: Alabama League of Municipalities. *Information Bulletin*. Montgomery: October, 1976 (population); Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

As would be expected, the older the date of acquisition or construction of the library, the more likely that it had become crowded. Of 53 libraries built before 1967, for which space adequacy was determined by this method, 33 (62 percent) were found inadequate. Of the 57 libraries built in 1967 or later, 16 (28 percent) were already short of space in 1977. To be crowded so soon indicates that poor planning was done in many, if not all, instances.

A more thorough survey of building space, currently being initiated by APLS, will bring additional information to bear on this subject, and will include all public libraries. It is obvious, however, that lack of space is a serious deterrent to improving public library service in many communities. An immediate need for capital outlay for library construction of $25-$35 million may well emerge from such a study, with recommendations for a phased program of several million dollars per year thereafter based on population and expected service demands. The APLS initiative will represent the first time that a comprehensive survey and plan for public library construction in Alabama has been made. Space improvements should greatly aid public libraries not only to meet patrons' needs resulting from population increases but from greater library use per capita resulting from cooperative library programs and significant changes in the American society.

Staffing Public Libraries

The APLS Long-Range Program for Library Development, 1978-1982, points out that professional staff in all public libraries numbered 71, and nonprofessional staff totaled 924, and calls attention to the considerable shortage under the standards adopted by the Alabama Library Association and accepted by APLS. These standards are simple. They call for one staff person for every 2,000 population with 25 percent being professional.

Based on the above formulas, using the 1970 population of 3,444,165, there should be 1,722 library employees (full-time equivalents). The libraries reported a total of 869 in their 1976-1977 annual reports, or only 50 percent of the recommended standard. Professionals should have numbered 430, but were only 17 percent of that number. Clearly the standards are so far from reality that they are not receiving serious attention.

If the standards were applied only to the urban population of 2,011,941 and then supplemented by the number of bookmobile personnel, the total requirement comes to about 1,100, a figure much closer (79 percent) to the 869 actually employed in 1976-1977.

Why are public libraries so inadequately staffed? Librarians point to many reasons. Lack of money is an easy answer to the point of sometimes being an excuse. The answer is obviously a complicated one which involves the interplay of many factors. Space is inadequate in many libraries, discouraging public use and restricting collections. Inadequate collections discourage library use and lower the number of hours open, which in a vicious circle again restrains public use. Local library boards have not been established in many counties, militating against adequate funding. Inadequate funding lowers salaries, making it impossible in many cases to fill vacancies with trained people. All the many influences combine in a synergistic effect which slows progress. To this situation may be added the lack of fully effective multi-type library cooperatives.

Actually, with 25 percent more patronage and corresponding financial resources, the prospect for meeting personnel and other needs of public libraries would be substantially improved. A multi-faceted approach will probably be required to achieve this kind of progress, balanced among all factors which would lead to better public service. Such a goal, carefully planned and implemented, and phased over a specific number of years, say five years after the organization of library systems, would seem reasonable. Personnel standards could be related thereto, and if made realistic could be tied to state funding, if desired, in order to counter a lack of concern for quality in some localities. This would fit in, if desired, with a complete change from long-range standards which could not be met in 20 or 30 years in Alabama, to others which are related to gradual, realistic goals phased by years and interrelated. That is, space, collections, staff workloads, patronage, population growth, funding, etc., could be related to a year-by-year, biennual, or other schedule, thereby leading public libraries and their sponsoring agencies at a reasonable but steady pace toward standards fully consonant with the needs of the people and their ability and willingness to support them.

In this process, the public librarians and their boards will need to indicate to the state library agency the extent to which standards, after being realistic, should be encouraged through state assistance and sanctions. From a practical administrative point of view, tying state aid to local funding effort is the fairest and strongest overall guide to local officials, especially if local capacity is taken into account. But other specific requirements are also enforceable by the contract of state aid; the employment of professional staff persons in accordance with library sizes or population served is one of these. It can be assumed that every public library which disregards fundamental, accepted library practices is detracting in some degree from the performance of every other public library as well as from the needs of the public, and this is a principle on which standards rest.

Public libraries need to address seriously the lagging condition of personnel standards in comparison with school and academic libraries. In the case of schools both state and southern accreditation standards have drastically improved the professional qualifications of library personnel, and southern accreditation standards in higher education have done the same for academic libraries. Public libraries, coming from many very weak positions, simply have not yet taken a forceful stand and the consequences are evident. They have not told the Alabama Public Library Service just what they want it to do in this matter. They lag far behind the other two types of libraries in this respect.

Financial Support of Public Libraries

The public libraries of Alabama, as in other states generally, tended to be considered a marginal governmental activity by city and county governments until recent years. They were satisfied to leave much of the support in private hands, after their establishment by women's groups (in most cases), until the necessity for governmental support was strongly urged by their constituency. Some of this legacy remains to plague the operation of some of the public libraries today, unlike the situation of the better financed academic and school libraries. But in other cases the local governments have given excellent support in recent years and general and hopeful progress is evident. The financial status of public libraries is very much mixed, varying from poor to excellent.

Alabama's public libraries have been funded much below the average of southeastern states as shown in Table 45. In 1975 Alabama public libraries received $2.58 per capita based on 1975 population estimates, which was 71 percent of the $3.63 average received by 11 southeastern states (excluding Florida) and only 44 percent of the U.S average. The bright spot in this picture, however, was that revenue gains of public libraries in Alabama in the three years from 1972 to 1975 had exceeded those of the 11-state average by 27 percent and exceeded the U.S. average gain by 75 percent. Although still substantially behind, Alabama was catching up in its capacity to fund public libraries adequately.

While the rate of progress slowed in the next two years, revenues for 1976-1977 were $11,061,535, from the sources and in the amounts shown in Table 46. This increase over two years earlier slightly surpassed inflation rates and therefore represented a real gain which could be reflected in service levels and operational benefits, including staff salaries. In terms of an estimated population in 1977 of 3,650,000 the per capita income of public libraries was $3.02, representing an increase of 17 percent in the two years. This compares with the state standard of $4.00 per capita adopted in 1973. This is a realistic goal but lacks a time schedule, a specific plan for reaching it, and allocation of relative responsibility among the sources, all of which may be realistically supplied.

Clearly, Alabama's slow rate of progress will leave the people of the State at a clear disadvantage in public library service for at least two to three decades more unless there is a general conviction that the situation should be corrected. Such conviction will likely be built only by a clear understanding of the facts, supported by confidence that more adequate financial support of libraries will truly result in obtaining new and important benefits for the public.

It is precisely in plans for cooperative library systems that such confidence may be generated. Asking local governments for $4 million

Table 45

INCREASE IN STATE AND LOCAL EXPENDITURES FOR PUBLIC LIBRARIES 1972 TO 1975

	State and Local Expenditures		Percent of Increase	Amount Expended Per Capita in 1975[c]
	1972	1975		
United States[a]	$856,636,000	$1,105,744,000	29.1	$5.83
Southeast[b]	97,670,000	136,848,000	40.1	3.63
Alabama	6,185,000	9,331,000	50.9	2.58

Note: If Alabama public libraries had expended the average of $3.63 per capita (Southeast), the additional amount would have been $3,616,000, an increase of 41.0%, bringing the total to $11,272,000. As percent of total funding of public libraries, an increase from 10.8% to 12.9% from state governments occurred from 1972 to 1975.

[a] Forty states reporting.

[b] Eleven states (Florida data not available).

[c] Based on population estimates for 1975.

Source: Government Studies and Systems, Inc., Evaluation of the Effectiveness of Federal Funding of Public Libraries. Philadelphia: 1976.

Table 46

REVENUES OF PUBLIC LIBRARIES IN ALABAMA
1976-1977

Source	Amount
Local Government, regular	$ 7,878,147
Local Government, revenue sharing	853,413
State of Alabama	652,650
Federal Government (LSCA)	658,212
Other	995,712
Total	$11,038,134

Source: Annual Reports of Public Libraries to the Alabama Public Library Service 1976-1977.

through an increase of $1 million each year for four years is justified in terms of needed service. It is feasible financially for the local governments to do this in view of the significantly improving economy of the State. (The first hurdle in obtaining funding improvements, judging by remarks of some public librarians, is to convince the library community itself, discouraged by conditions over the years, that prospects are now good.)

Results equal to or greater than the additional costs should be pledged to the public by preparing an ambitious and workable plan of library development through cooperative library systems and with corresponding local efforts, covering all important aspects of library service. Indeed, if the libraries of the State should decide to cooperate together, their plans should not be small, nor their enthusiasm restrained, nor their determination weak when they confront their funding authorities. If such a cooperative plan is to be undertaken, there is no reason why it should not be carried out with verve and uncompromising resolve. Only big plans and firm spirit are likely to enable public libraries to break out of the present too-slow pattern of advancement while other types of libraries make giant strides forward. A balanced program among all types of libraries makes sense for the public and enhances the efforts for interlibrary cooperation.

Wide Variations in Local Public Library Support

There is ample evidence that present local government support for public libraries in Alabama varies to the point of seeming to be whimsical. However, in defense of city councils and city commissions, faced with their annual budget problems in which requests always greatly exceed expected income, there is no evidence that they have been furnished with sufficient convincing comparative data to help them in their deliberations. Nor has that situation been due to oversight of library boards and librarians. Simply, such information has not been compiled, nor made the subject of thorough briefing sessions among librarians, much less communicated to library boards. Instead, local librarians and library boards, realizing their library's deficiencies and aware of the local competition for funds, have presented their needs and urged better library funding as best they could.

Library officials always will have to carry the burden of presenting their own case locally. But this does not mean that they cannot receive assistance and information in preparing their case. Nor does it mean that state standards and the requirements of state financial assistance cannot assist. Such standards have been powerful in influencing recent improvement in school libraries, for example. Local officials appreciate guidance on the service needs of each public responsibility for which they are charged, even when they cannot follow it completely, It helps assure them of the propriety of their decisions and tends to lead to more evenhanded budget allocations.

In order to compare the local funding levels of public libraries with ability of the citizens to pay, an index number was derived for each county and its library or libraries by the simple device of dividing the total public library revenues in the county in 1975 (in thousands) by the estimated personal income in said county in 1973, the latest year available (in millions). The resulting index number is useful only for comparing counties. The larger the index number, the greater is the level of financial effort toward library support. The results are reported in Table 47. Due to possible instances of incorrect reporting of local library appropriations, the accuracy of every entry on the table cannot be assured. Nevertheless, the variations certainly reflect fully how some city councils and county commissions virtually ignore library needs even though they represent populations with high average personal incomes, while some of the counties and cities with the poorest populations are among the highest in appropriations to libraries.

Outstanding in financial support of libraries in 1975 was Mobile city and county. Mobile, although ranking only 45th in per capita income ($3,092) was number one in the State in local effort in support of libraries. The poorest county in the State, Choctaw, with a per capita income of only $2,360, actually ranked 14th among the 67 counties in local library effort. Morgan County, although 5th in income, ranked 39th in local effort for libraries. Calhoun County was one in which per capita income and local effort were identical, ranking 6th in both cases.

Table 47

RANK ORDER OF PUBLIC LIBRARY FINANCIAL SUPPORT IN RELATION TO PER CAPITA INCOME 1975

County	County Per Capita Income	Estimated 1973 County Population	Index of Library Financial Support[a]	Rank Order By Library Financial Support	Rank Order By Per Capita Income	Rank Order By Population
Jefferson	4,855	646,000	73	3	1	1
Montgomery	4,617	178,100	64	8	2	4
Madison	4,412	187,500	61	11	3	3
Houston	4,312	63,500	76	2	4	13
Morgan	4,089	81,400	40	39	5	8
Calhoun	4,009	105,000	68	6	6	6
Dale	3,964	43,500	53	19	7	22
Colbert	3,881	50,100	44	32	8	19
Etowah	3,862	94,800	72	4	9	7
Baldwin	3,835	64,100	70	5	10	11
Tuscaloosa	3,831	120,600	60	12	11	5
Chambers	3,765	36,500	17	59	12	26
Lauderdale	3,728	71,700	45	31	13	9
Lee	3,699	63,500	36	45	14	12
Coffee	3,652	35,200	41	37	15	28
Geneva	3,647	22,900	41	37	16	43
Autauga	3,597	27,900	64	8	17	33
Marshall	3,581	56,800	48	27	18	17
Jackson	3,542	42,700	21	55	19	24
Covington	3,531	34,900	42	36	20	29
Shelby	3,519	44,000	47	29	21	21
Tallapoosa	3,504	34,800	38	40	22	30
Cherokee	3,500	17,000	55	16	23	50
Pike	3,473	25,100	49	25	24	40
Cliburne	3,437	11,500	22	54	25	65
Talladega	3,428	65,400	66	7	26	10
Walker	3,428	61,900	27	48	27	14
Henry	3,411	13,900	48	27	28	61
Dallas	3,392	56,400	44	32	29	18
Escambia	3,370	36,300	16	62	30	27
Franklin	3,353	25,700	38	40	31	38
Fayette	3,336	16,200	26	49	32	53
DeKalb	3,301	45,800	26	49	33	16
Limestone	3,281	43,100	50	23	34	23
Randolph	3,272	18,600	18	58	35	48

Table 47 (continued)

County	County Per Capita Income	Estimated 1973 County Population	Index of Library Financial Support[a]	Rank Order By		
				Library Financial Support	Per Capita Income	Population
Winston	3,270	19,400	17	59	36	47
Marion	3,251	26,200	37	43	37	37
Elmore	3,227	36,700	38	40	38	25
St. Clair	3,222	31,400	55	16	39	31
Barbour	3,212	23,700	51	22	40	41
Russell	3,195	45,800	49	25	41	20
Chilton	3,170	26,900	52	20	42	35
Monroe	3,126	21,100	26	49	43	46
Bullock	3,122	11,600	56	14	44	64
Mobile	3,092	325,100	113	1	45	2
Cullman	3,061	57,000	31	47	46	15
Butler	3,008	21,500	8	65	47	44
Macon	3,000	25,400	62	10	48	39
Blount	2,999	30,000	25	52	49	32
Bibb	2,985	14,400	57	13	50	58
Lamar	2,974	15,200	43	35	51	56
Clay	2,938	13,000	3	66	52	63
Lawrence	2,908	27,800	32	46	53	34
Pickens	2,871	21,200	19	57	54	45
Coosa	2,859	11,300	46	30	55	66
Crenshaw	2,849	14,100	50	23	56	60
Clarke	2,844	26,500	24	53	57	36
Wilcox	2,832	15,200	17	59	58	56
Marengo	2,821	23,500	44	32	59	42
Conecuh	2,796	15,700	55	16	60	55
Perry	2,790	14,200	37	43	61	59
Sumter	2,780	16,500	13	63	62	51
Lowndes	2,746	13,700	3	66	63	62
Washington	2,603	16,500	52	20	64	51
Hale	2,511	15,800	21	55	65	54
Greene	2,465	10,400	9	64	66	67
Choctaw	2,360	17,100	56	14	67	49
ALABAMA	3,800	3,546,300	60	--	--	--

Table 47 (continued)

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[a] The index number is the ratio of total public library revenues in a county (in thousands for 1975) divided by the estimated personal income (in millions for 1973). The larger the index number, the greater is the per capita library financial support in the indicated county.

Source: Alabama County Data Book, 1977, (Alabama Development Office), Montgomery (public library revenues as reported to the Alabama Public Library Service; Center for Business and Economic Research. Economic Abstract of Alabama 1975. University, Alabama: University of Alabama, 1975, (personal income and estimated 1973 county populations); Alabama Public Library Service. Annual Statistics for Libraries. Montgomery: 1975, (for library income).

After examining this list it becomes immediately apparent that if those libraries which are seriously underfinanced relative to the income of their populations were brought up to a reasonable figure, the immediate result could be an additional million dollars or more each year in local appropriations, a good start on a four-year goal of 50 percent more local funding for public libraries.

In addition to calculations by counties, a review of specific libraries also revealed wide differences in local funding. Data were more difficult to obtain for individual libraries for the 1974-1975 year, because so much of the information was incorporated only in regional library totals. Nevertheless, per capita appropriations were related to per capita personal income for 37 public libraries. Examples of the variations in local effort to fund public libraries is shown in Table 48. Many cities with relatively wealthy citizens compared to others give only 25 to 50 percent as much library support. No similar wide variations are found in the State's academic libraries. Varied funding also still exists among some school libraries but rapid progress is being made toward minimum standards. Despite their long history of operation, universal clientele, and great public popularity, the difficult conditions of organization, sponsorship, and management of public libraries have led to underfinancing in many cities and counties.

Responsibility of the State for Minimum Public Library Standards

Both the Alabama Commission on Higher Education and the State Department of Education have effectively influenced minimum standards for academic and school libraries in accordance with their assigned functions. The conditions of public libraries indicate that the Alabama Public Library Service has had much less effect with this type of library. Unfortunately, over the years APLS has had only very small appropriations with which to encourage local effort.

Now, however, the capability of APLS to influence local funding efforts is excellent, simply by relating the more generous state aid to the degree of local funding effort. If the formula for state aid were revised to provide greater state assistance to those communities showing

Table 48

EXAMPLES OF VARIATIONS IN LOCAL LIBRARY APPROPRIATIONS COMPARED TO PER CAPITA PERSONAL INCOME

Selected Cities	1973 Per Capita Income	1975 Per Capita Local Library Appropriations
A. Under 2,500	$2,425	$2.43
	2,268	2.79
	1,956	.66
	1,972	1.54
B. 2,500 - 4,999	2,377	.66
	2,290	3.40
	2,187	.86
	2,151	1.48
C. 5,000 - 9,999	2,290	1.64
	2,574	1.11
D. 10,000 - 24,999	2,710	.69
	2,607	2.38
E. Over 25,000	2,541	2.82
	2,736	4.67

Source: Annual Reports of Libraries to the Alabama Public Library Service, 1975; Center for Business and Economic Research. Economic Abstract of Alabama 1975. University, Alabama: University of Alabama, 1975.

interest and willingness in supporting their local library, the current underfinanced situation of public libraries could be substantially corrected.

This would have another advantage. If state aid were related to local funding effort, much less detailed emphasis would be required on detailed standards regarding collection size, hours and days open, space requirements, etc. The mere existence of more adequate funds would enable the libraries to reach satisfactory goals of these kinds. Furthermore, insistence on compliance with detailed standards as a prerequisite to state financial aid is a complicated administrative process involving much potential conflict, while a simple formula relating aid to local effort is virtually unassailable. It is technically, professionally, and politically viable.

Public Library Financing in Alabama Compared With Other States

A comparison of Alabama's state and local expenditures per $1,000 of personal income is a basis of comparison with other states that has advantages over simple per capita comparisons that do not take into account this economic factor. Table 49 provides such a comparison for the years 1972 and 1975.

Alabama's state and local expenditures did not increase in 1975 over 1972, although those of the other southeastern states increased over 20 percent. In 1975 the average of $.76 of the other southeastern states was 33.3 percent above the $.57 figure of Alabama. If the 33.3 percent figure were applied to the $10,379,922 in state and local expenditures for Alabama in 1976-1977, for example, the public libraries of Alabama would have received $3,456,514 more in operating funds. This amount coincides with figures previously mentioned. It represents an objective which appears reasonable and attainable, not just a pleasant dream. Its attainment should be sought with just such a viewpoint. Indeed, if Alabama's per capita income growth continues at the rate of 15th among the states, there will be no reason to be satisfied with only the southeastern average.

Table 49

STATE AND LOCAL EXPENDITURES FOR PUBLIC LIBRARIES PER THOUSAND DOLLARS OF PERSONAL INCOME

	State and Local Expenditures Per $1,000 of Personal Income		Percent of Increase (Decrease)
	1972	1975	
United States	$1.05	$.97	(7.6)
Southeast	.63	.76	20.6
Alabama	.57	.57	0.0

Note: To have brought Alabama in 1975 to the average for the Southeast would have required a 33.3% increase in state and local expenditures, or $2,365,863. This would have brought the total from these sources to $9,470,557.

Source: Government Studies and Systems, Inc., Evaluation of the Effectiveness of Federal Funding of Public Libraries, Philadelphia: 1976.

Per Capita Income as a Basis for Measuring Local Revenue Potential

In the past the importance of property taxes resulted in their use for the evaluation of local tax potential. This is no longer true, and has not been true in Alabama for many years. In the attached Table 50 it may be seen that in the years between 1970 and 1975, despite an increase in population estimated at 5 percent, the assessed valuation did not increase nearly so fast as the consumer index. Although property reappraisals are expected to provide some revenue relief to local government, the state government may limit the increases. Other taxes, such as the sales tax, follow the economy more closely, and are more related to per capita income.

Under the changing circumstances it seems reasonable to adopt personal income figures as a more equitable base for calculating local effort in funding public libraries than property tax valuations or any other measure of local ability to pay for library service.

Relative City and County Support of Public Libraries

As already pointed out, Alabama's cities are where libraries are located, except for the ubiquitous bookmobiles, and it was the city governments which sponsored libraries in the early years, almost exclusively, Now nearly all the counties are involved in library programs. This trend is reasonable not only on the basis of extended service to the rural areas and to the populations of incorporated areas too small to sustain a library exclusively from their own resources, *but also justified from the point of view of tax equity*.

In 1976-1977 the counties supplied 17.6 percent of the local appropriations for support of public libraries, with cities appropriating the other 82.4 percent. The 17.6 percent appropriated by counties equals $1,512,000. Is this a proper sharing of this public service? Following is a discussion of this question and some suggestions regarding future policy.

The rural population in Alabama according to the 1970 census was 1,433,000 or 41.6 percent of the population. In terms of library service, since many small incorporated areas have not organized libraries or branches of other libraries, the actual "rural" population for purposes of analyzing library service and financing was about 1,520,000 (the addition obtained

Table 50

ASSESSED VALUATION FOR AD VALOREM TAX IN ALABAMA

	1970	1975	Percent of Increase (Decrease)
Assessed valuation	$5,021,997,669	$6,486,732,245	29.4
Consumer price index	116.3	161.2	38.6
Assessed valuation in 1967 dollars	$4,318,140,730	$4,024,027,447	(6.9)
Population	3,441,165	3,614,000[a]	5.0
Assessed valuation per capita	$ 1,458.12	$ 1,794.89	23.1
Assessed valuation per capita, 1976 dollars	$ 1,254.85	$ 1,112.65	(11.3)

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[a] Estimate based on trends projected in the Economic Abstract of Alabama, 1975. Center for Business and Economic Research. University, Alabama: December, 1975 -(1974 estimate was 3,577,000).

Source: Alabama Department of Education. Annual Report 1971: Statistical and Financial Data for 1970-1971, Bulletin 1971 - No. 2, Montgomery, Alabama: 1971, p. 239; Alabama Department of Education, Annual Report 1976: Statistical and Financial Data for 1975-1976, Bulletin 1976 - No. 2, Montgomery, Alabama, 1976, p. 309 (for assessed valuation).

from a list of unserved incorporated cities). Thus, about 44 percent of the State in 1970 could be considered rural in terms of library service.

What percent of all public library service was received by rural residents? In 1976-1977, 24 percent of all book circulation was through bookmobiles. Data do not exist which inform how much of bookmobile circulation was in city versus rural stops, but for purposes of discussion here it would seem reasonable to place the figure at about 5/6 or 20 percent of the state total.

In addition to using the bookmobiles, most rural library patrons occasionally use the main libraries. This is particularly true of the people in the densely populated suburban areas surrounding the cities. It would not be unreasonable to estimate that the 44 percent of the population that is rural might account for about 15 percent of the service of the fixed libraries. In total, this 44 percent of the population probably accounts for something between 30 and 35 percent of library service. This usage is far above the 17.6 percent proportion of public library funding provided by counties. It would appear, therefore, that on this basis alone Alabama counties should approximately double their appropriations to libraries. Currently, city taxpayers are paying not only for their own library service but for much of the service to rural residents.

Unfortunately, that is not the whole story. Even the $1,512,000 appropriated by the counties for library service was partly paid from taxes of city residents, since they are also county residents. From that standpoint, the city residents, who comprise 56 percent of the population, are paying over 90 percent of all public library costs while obtaining about 65 to 70 percent of the benefits.

Actually there are two good reasons why city residents should pay a higher proportion of library costs than rural residents: (1) the convenience of immediate access to a library during many hours each week, and (2) the availability of the finest collections and other library services, which bookmobile patrons do not enjoy and cannot obtain at the main library without traveling longer distances and spending more time and money. For these reasons it is logical to ask the city resident to pay more. How much more is a matter of judgment. Over a period of many years, it would probably be wise to shift about 80 percent of public library costs to the county governments, which represent and tax all people, and leave the city residents with 20 percent of the cost because of the two special benefits they enjoy as mentioned above.

Regardless of such long-range goals, immediate efforts to increase county funding of public libraries is justified, with a doubling of their appropriations within two years a reasonable goal. This could be achieved by a multi-faceted approach, including the organization of county library boards in all 37 counties now lacking them, the relating of state financial assistance to local effort, the preparation of a comprehensive statewide rural service plan through bookmobiles and books-by-mail, and especially through the organization of multi-type library systems in which each county library board is involved in governance and planning.

Findings and Recommendations

The following are the principal findings and recommendations for public libraries as especially related to interlibrary cooperation.

Findings.

1. Public libraries have developed considerably in recent decades and most are in a good position to benefit from and contribute to a cooperative interlibrary arrangement.
2. Over 100 incorporated cities in Alabama have no libraries within their boundaries. In most cases, due to the small size of the cities, the local library could benefit from being a branch of a larger library; however, in 37 counties no library board has been appointed to permit this.
3. Some of the existing public libraries would benefit from affiliation with a county library or a city-county library, and several are actively pursuing such a possibility at this time.
4. Alabama law enables public libraries to organize the numerous ways, thereby providing ample discretion to meet local needs and preferences.

5. County governments have entered into the public library field throughout most of the State, joining in support of a function which previously was almost exclusively a city responsibility; this came about largely as a result of library development policies of the Alabama Public Library Service. An estimated 60 of the 67 counties now appropriate funds for public libraries.

6. The creation of multi-county regional libraries, through encouragement of the Alabama Public Library Service, was a factor in encouraging counties to share in public library sponsorship and in the establishment of additional city libraries.

7. In the organization of multi-county regional libraries, except for the two most recently organized, library boards were given no role in the governance, nor were city councils except in two other instances; county governments, most having no libraries nor prior library responsibilities, were given the primary responsibility for regional library governance through appointments to the regional library boards.

8. Regional libraries also have been authorized on a one-county basis. Where only one library exists this has had little or no significance other than as a funding device except in those cases where rural service was initiated or improved.

9. For counties not a part of regional libraries, the creation of a county library development committee to coordinate state aid programs among the existing libraries was authorized by APLS. This has limited and short-range value, but may lead to the creation of county or city-county libraries.

10. Regional libraries, especially multi-county ones, have brought significant advances to public library development. In many aspects they have passed the point of major development, leaving the way open for new approaches such as cooperative systems.

11. Regional public libraries cannot serve as the basis for broader new patterns of interlibrary cooperation; new approaches will be required.

12. The current formula for distributing state monies to public libraries is outdated by new circumstances, and now represents more of a subsidy rather than a planned developmental device.

13. The distribution of state financial aid is made directly to some libraries, actually or in effect, but through regional libraries in others, resulting in some libraries having a greater voice over the use of such funds than others.

14. Standards for public libraries are more related to actual planning realities in some cases than others.

15. Audio-visual services are moving vigorously upward, while book circulation per capita has been virtually stagnant for many years.

16. Improvement in collections of library materials has been steady over the years; standards could be reached and exceeded in a few years.

17. Total hours open per week, as well as for evenings, Saturdays, and Sundays, are excessively low for many libraries. Standards are not satisfactorily graded by size of library.

18. Bookmobile service has developed greatly over the years. However, 17 counties remain unserved and service in the others is uneven. No statewide plan for rural library service has been prepared.

19. Lack of adequate space is a major deterrent for the further development of many public libraries. Standards appear realistic, except for an error in the library category serving populations of 10,000 to 24,999.

20. Staffing is inadequate, reflecting underfinancing of public libraries. Standards do not appear to be realistic.

21. Local financing of public libraries is only about two-thirds of a current reasonable amount. It is substantially below that of the average of other states in the southeast, as well as in the nation. Local library financing is good in some instances, and very inadequate in others. No adequate guidelines exist for local financing nor is comparative information provided in suitable form for the information and guidance of library boards and staff.

22. State financial aid is not tied to an incentive plan for local financing, the most effective manner of achieving minimum standards.

23. Among local governments, counties do not appropriate their proportionate share for library support.

Recommendations.

1. The organizational basis for public libraries should be completed as soon as possible by creating county libraries in the remaining 37 counties which do not have them.
2. Whenever a library is organized in one of the remaining 100 incorporated areas, it should be encouraged to become a branch of the county library, or in the case of a large city, a member of a city-county library.
3. Formation of more city-county libraries should be encouraged, especially in the sparsely populated counties.
4. Public library standards should be reviewed for possible revision and, if possible, related to a time schedule for achievement and a plan for financial and organizational support.
5. A comprehensive plan for future development of library service in rural areas and incorporated areas not possessing a library should be prepared, taking into account the need for uniformity in service levels, comparability of costs and means, and the need for strengthened political bases in many counties.
6. Local financial support should be substantially improved, and state financial aid should furnish some of the incentive by basing it on the degree of local financing effort according to local per capita income.
7. Public libraries should join with other types of libraries in cooperative systems designed to bring their services to adopted levels of excellence.
8. The multi-type library systems should provide an organizational base for full participation of librarians and representatives of library-sponsoring agencies designed to make the cooperative arrangement workable and public support adequate.

VIII. THE DEVELOPMENT OF SCHOOL LIBRARIES IN ALABAMA

Summary

School libraries have developed rapidly since World War II and accreditation standards will be met in almost every school in Alabama within a few years. These libraries constitute an advance in educational resources of immense importance during the school years and portend great influence on the pupils subsequently throughout their lives, whether they continue in higher education or not. Cooperative arrangements between schools and public libraries are being modified in form by new conditions. Important possibilities exist for furthering the quality of library service through cooperation but methods and formal arrangements currently are incipient or limited. Cooperative library systems involving all school libraries with other types of libraries carefully organized to balance all library interests would help school libraries and pupils in the educational process. Accreditation standards and library media guidelines could be modified to encourage interlibrary cooperation. The State Department of Education would have a more effective and influential role in total library development through close working arrangements organized around multi-type library systems, while preserving the desired degree of discretion of school systems and providing for their full participation in planning and carrying out system operations.

The growth and development of school libraries were intimately linked with that of public libraries in the early promotional efforts of the Department of Archives and History. In 1907 the Alabama legislature instructed the department "to encourage and assist in the establishment of public school libraries and in the improvement of those already in existence and provide assistance to librarians and library workers in the library administration methods and economy. . . ." The newly created extension division and successor organizations to the present Alabama Public Library Service actively worked to carry out this provision of the law.

Gradually, however, the primary responsibility at the state level for encouraging and aiding school libraries was assumed by the State Department of Education, a logical evolution which brought organizational arrangements to their current stage, and which may be expected to obtain indefinitely. Similarly, local school systems began to create and develop libraries physically located in the school buildings.

Traveling libraries, which evolved to the current concept of bookmobiles, became important elements of library service especially in the rural schools. One of the first such services was initiated by the public library of Calhoun County in 1927. By 1929, 22 county schools received books in this manner.[34/] The public libraries organized by city and county governments commonly had school officials on the board, and services were heavily oriented toward schools and school pupils. This practice is still widely followed, although the placement of libraries in the schools, under the direct control of school boards, superintendents, and principals, has reduced the need for school officials to participate in public library governance directly. Bookmobiles still play an important part in library service for some schools, but their function is changing as school libraries become stronger. Their future now appears awaiting redefinition under new interlibrary cooperative arrangements

In 1929 the State Department of Education (SDE) received a six-year grant from the federal government to add a school library supervisor to its staff.[35/] Thus, SDE assumed a more active role in promoting the establishment of school libraries and assisting them in their development. This meant that SDE assumed a role with respect to school libraries similar to that which the Department of Archives and History had undertaken 22 years previously with respect to both public and school libraries. It signified recognition by the State of a growing need by students and faculty for a library directly at hand to support the learning and instructional process. In succeeding years the library staff of SDE has continued to perform an important promotional and technical role.

[34/] Marie Bankhead Owen, The Story of Alabama, A History of the State. Vol. 111. New York: Lewis Historical Publishing Company, Inc., 1949, p. 278.

[35/] Dorothy Wiley Pearson, The Growth of School Libraries in Alabama. University, Alabama: 1970.

As school libraries gradually separated from the public libraries they were handicapped by insufficient funds, especially during the depression. Nevertheless, school libraries numbered over 300 before World War II. By 1965 there were libraries in 708 schools (of a total of 1,432), which were staffed by approximately 653 librarians (FTE), as shown in Table 51.

Table 51

SCHOOL LIBRARIES IN ALABAMA IN 1965

	Number of Schools	Libraries	Librarians
High Schools	557	531	556.00
Junior High Schools	325	100	68.50
Elementary Schools	550	77	28.25
Total	1,432	708	652.75

Source: Martha Jule Blackshear. "School Libraries Are Necessary to the Education of Alabama Youth." Alabama Encyclopedia: Book of Facts. Volume 1. Ed. Jesse M. Richarson. Northport Alabama: American Southern Publishing Company, 1965, pp. 497-8.

As most schools acquired libraries more emphasis began to be placed on the expansion of physical facilities, improvement of collections, and professional preparation of school library personnel. From only a few hundred books and outdated magazines, the numbers gradually rose to the thousands. As the collections improved, the discarding of outdated books was encouraged. These expanded collections were housed in ever-more-adequate rooms.

That the condition of school libraries has changed dramatically is illustrated by a 1910 report that the valuation of public school libraries in Alabama was only $47,500 in 1909.[36] This may be compared with the over $100 million currently invested in books, other materials, and equipment for school libraries, plus the building space accommodating the libraries. Additionally, annual operating costs in salaries for personal services alone exceeded $12 million in 1976-1977.

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[36] Alabama State Department of Education. Annual Report. Montgomery: 1911.

Public Support for School Libraries

An interesting analogy is evident in the development of school and public libraries in Alabama. Both emerged from powerful popular insistence and were initially maintained with public donations of time and money. In the case of school libraries the parent-teacher associations were largely responsible for their creation and for their initial collections. The PTA's have remained an important influence, but contributions of money and books have assumed relatively less importance. The school administrations, aware of the public interest, began to view school libraries more strongly as an integral part of the educational process and increased their financial support.

Federal impetus to state and local action to improve library service also was significant for school libraries. The Elementary and Secondary Act of 1965 provided funds for strengthening school library programs and services at a time when progress appeared slow. Federal aid helped overcome the tendency of some school administrators to consider library service as a marginal concern. The school library gradually became thought of by many school people as the center for curriculum support, an essential resource for the faculty, and critical to the learning process of the pupil. With this conviction, more emphasis was given to library service.

With the concept of school libraries as integral to elementary and secondary education well established, SDE strenthened this aspect in the State's accreditation process. Together with the emphasis given in the 1970's to school accreditation as a measure of quality in education, important new advances were achieved in library/media operation in the schools. In this effort the schools were greatly aided by the public universities of Alabama, many of which organized or expanded their educational programs to prepare school library/media personnel. The pioneering stage of school library development was nearly completed.

Current Status of School Libraries

The effort to establish adequate school libraries in Alabama, under way for several decades, had made considerable progress by the time schools opened in the fall of 1977. The development of school libraries is an evolutionary process which has been hastened in recent years. Alabama is actively involved in the process, with much momentum forward at the present time. A look at the current trends indicate remaining needs and the direction being followed to obtain them.

There are currently 127 school systems in Alabama, as shown in Table 52. The distribution geographically is portrayed in Map . The number of public schools in Alabama has been declining in recent years, partly as a result of school consolidation and partly due to a declining school population. The establishment of private schools was also a factor, but pupil numbers in these schools have stabilized. Table 53 shows a decline in enrollment which amounted to 5.7 percent from 1970-1971 to 1975-1976, despite an estimated increase in total state population. Another decline of 0.8 percent, to a total of 776,635 occurred the following year. The number of schools, as shown in Table 54, dropped 53 or 3.8 percent between 1970-1971 and 1975-1976. It may be noted that the number of schools with fewer than 6 teachers declined from 83 to 39. While some of these might have reached a higher category by employing one or more additional teachers, it may be assumed that most of them were closed and the pupils transferred elsewhere. This has much significance for the development of school libraries, for cost/effectiveness is much better in the larger schools. The manner of organization of these schools is shown in Table 55.

Public School Funding

The financial position of public schools in Alabama is the best in the State's history. As shown in Table 56, the amount of income rose from $397 to $626 million, or 57.6 percent, in the five-year period between 1970-1971 and 1975-1976. The percentage of income from the State increased to 67.5 percent of the total, continuing a long-term trend of transferring primary financial

Table 52

SCHOOL SYSTEMS IN ALABAMA
1977-78

- AUTAUGA
- BALDWIN
- BARBOUR
  - EUFAULA (C)
- BIBB
- BLOUNT
  - ONEONTA (C)
- BULLOCK
- BUTLER
- CALHOUN
  - ANNISTON (C)
  - JACKSONVILLE (C)
  - OXFORD (C)
  - PIEDMONT (C)
- CHAMBERS
  - LANETT (C)
- CHEROKEE
- CHILTON
- CHOCTAW
- CLARKE
  - THOMASVILLE (C)
- CLAY
- CLEBURNE
- COFFEE
  - ELBA (C)
  - ENTERPRISE (C)
- COLBERT
  - MUSCLE SHOALS (C)
  - SHEFFIELD (C)
  - TUSCUMBIA (C)
- CONECUH
- COOSA
- COVINGTON
  - ANDALUSIA (C)
  - FLORALA (C)
  - OPP (C)
- CRENSHAW
- CULLMAN
  - CULLMAN (C)
- DALE
  - DALEVILLE (C)
  - OZARK (C)
- DALLAS
  - SELMA (C)
- DEKALB
  - FORT PAYNE (C)
- ELMORE
  - TALLASSEE (C)
- ESCAMBIA
  - BREWTON (C)
- ETOWAH
  - ATTALLA (C)
  - GADSDEN (C)
- FAYETTE
- FRANKLIN
  - RUSSELLVILLE (C)
- GENEVA
  - GENEVA (C)
- GREENE
- HALE
- HENRY
- HOUSTON
  - DOTHAN (C)
- JACKSON
  - SCOTTSBORO (C)
- JEFFERSON
  - BESSEMER (C)
  - BIRMINGHAM (C)
  - FAIRFIELD (C)
  - HOMEWOOD (C)
  - MIDFIELD (C)
  - MOUNTAIN BROOK (C)
  - TARRANT (C)
  - VESTAVIA HILLS (C)
- LAMAR
- LAUDERDALE
  - FLORENCE (C)
- LAWRENCE
- LEE
  - AUBURN (C)
  - OPELIKA (C)
- LIMESTONE
  - ATHENS (C)
- LOWNDES
- MACON
- MADISON
  - HUNTSVILLE (C)
- MARENGO
  - DEMOPOLIS (C)
  - LINDEN (C)
- MARION
  - WINFIELD (C)
- MARSHALL
  - ARAB (C)
  - GUNTERSVILLE (C)
- MOBILE
- MONROE
- MONTGOMERY
- MORGAN
  - DECATUR (C)
- PERRY
  - MARION (C)
- PICKENS
- PIKE
  - TROY (C)
- RANDOLPH
  - ROANOKE (C)
- RUSSELL
  - PHENIX CITY (C)
- ST. CLAIR
- SHELBY
- SUMTER
- TALLADEGA
  - SYLACAUGA (C)
  - TALLADEGA (C)
- TALLAPOOSA
  - ALEXANDER CITY (C)
  - *TALLASSEE (C)
- TUSCALOOSA
  - TUSCALOOSA (C)
- WALKER
  - CARBON HILL (C)
  - JASPER (C)
- WASHINGTON
- WILCOX
- WINSTON
  - HALEYVILLE (C)

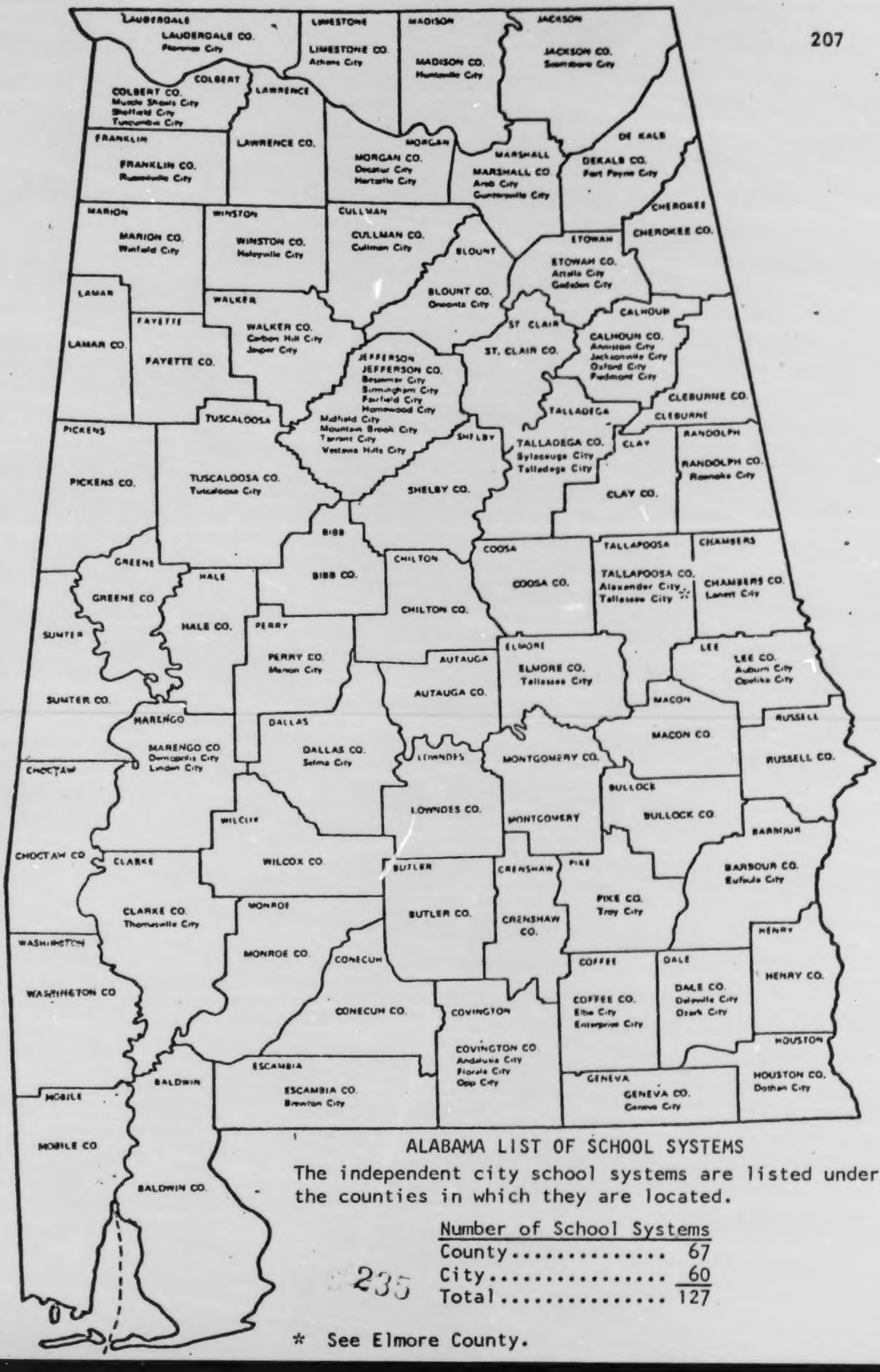
……

(C) – INDEPENDENT CITY SYSTEM

*See Elmore County

Source: Alabama Department of Education, Annual Report, 1976: Statistical and Financial Data for 1975-1976, Bulletin 1976-No. 2, Montgomery, Alabama, 1976.

Map 5


LAUDERDALE
LAUDERDALE CO.
Florence City
LIMESTONE
LIMESTONE CO.
Athens City
MADISON
MADISON CO.
Huntsville City
JACKSON
JACKSON CO.
Scottsboro City
COLBERT
COLBERT CO.
Muscle Shoals City
Sheffield City
Tuscumbia City
LAWRENCE
LAWRENCE CO.
MORGAN
MORGAN CO.
Decatur City
Hartselle City
MARSHALL
MARSHALL CO.
Arab City
Guntersville City
DE KALB
DEKALB CO.
Fort Payne City
FRANKLIN
FRANKLIN CO.
Russellville City
MARION
MARION CO.
Winfield City
WINSTON
WINSTON CO.
Haleyville City
CULLMAN
CULLMAN CO.
Cullman City
BLOUNT
BLOUNT CO.
Oneonta City
ETOWAH
ETOWAH CO.
Attalla City
Gadsden City
CHEROKEE
CHEROKEE CO.
LAMAR
LAMAR CO.
FAYETTE
FAYETTE CO.
WALKER
WALKER CO.
Carbon Hill City
Jasper City
ST. CLAIR
ST. CLAIR CO.
CALHOUN
CALHOUN CO.
Anniston City
Jacksonville City
Oxford City
Piedmont City
JEFFERSON
JEFFERSON CO.
Bessemer City
Birmingham City
Fairfield City
Homewood City
Midfield City
Mountain Brook City
Tarrant City
Vestavia Hills City
CLEBURNE CO.
CLEBURNE
TALLADEGA
TALLADEGA CO.
Sylacauga City
Talladega City
PICKENS
PICKENS CO.
TUSCALOOSA
TUSCALOOSA CO.
Tuscaloosa City
SHELBY
SHELBY CO.
CLAY
CLAY CO.
RANDOLPH
RANDOLPH CO.
Roanoke City
BIBB
BIBB CO.
GREENE
GREENE CO.
HALE
HALE CO.
CHILTON
CHILTON CO.
COOSA
COOSA CO.
TALLAPOOSA
TALLAPOOSA CO.
Alexander City
Tallassee City *
CHAMBERS
CHAMBERS CO.
Lanett City
SUMTER
SUMTER CO.
PERRY
PERRY CO.
Marion City
AUTAUGA
AUTAUGA CO.
ELMORE
ELMORE CO.
Tallassee City
LEE
LEE CO.
Auburn City
Opelika City
MARENGO
MARENGO CO
Demopolis City
Linden City
DALLAS
DALLAS CO.
Selma City
MACON
MACON CO
RUSSELL
RUSSELL CO.
LOWNDES
MONTGOMERY CO.
CHOCTAW
CHOCTAW CO
LOWNDES CO.
MONTGOMERY
BULLOCK
BULLOCK CO.
WILCOX
WILCOX CO.
BARBOUR
BARBOUR CO.
Eufaula City
CLARKE
CLARKE CO.
Thomasville City
BUTLER
BUTLER CO.
CRENSHAW
CRENSHAW CO.
PIKE
PIKE CO.
Troy City
MONROE
MONROE CO.
WASHINGTON
WASHINGTON CO
CONECUH
CONECUH CO.
COFFEE
COFFEE CO.
Elba City
Enterprise City
DALE
DALE CO.
Daleville City
Ozark City
HENRY
HENRY CO.
COVINGTON
COVINGTON CO.
Andalusia City
Florala City
Opp City
HOUSTON
HOUSTON CO.
Dothan City
ESCAMBIA
ESCAMBIA CO.
Brewton City
GENEVA
GENEVA CO.
Geneva City
BALDWIN
MOBILE
MOBILE CO
BALDWIN CO.

ALABAMA LIST OF SCHOOL SYSTEMS

The independent city school systems are listed under the counties in which they are located.

Number of School Systems	
County...............	67
City.................	60
Total................	127

* See Elmore County.

Table 53

ENROLLMENT AND TEACHING POSITIONS IN PUBLIC SCHOOLS OF ALABAMA

	Enrollment		Teaching Positions	
	1970-1971	1975-1976	1970-1971	1975-1976
Elementary	439,387	387,228	16,265.6	17,812.0
Junior High	219,494	217,895	8,012.1	8,600.1
Senior High	171,449	178,095	9,263.2	10,246.8
Total	830,330	783,218	33,540.9	36,658.9

Enrollment in Private Schools of Alabama

	1970-1971	1975-1976
Elementary	33,961	32,425
High School	17,362	22,975
Total	51,323	55,400

Source: Alabama Department of Education. Annual Report 1971: Statistical and Financial Data for 1970-1971, Bulletin 1971-No. 2. Montgomery, Alabama: 1971, pp. 13,15; Alabama Department of Education. Annual Report 1976: Statistical and Financial Data for 1975-1976, Bulletin 1976-No. 2. Montgomery, Alabama: 1976, pp. 12-13, and 15.

Table 54

NUMBER OF REGULAR PUBLIC SCHOOLS IN ALABAMA BY SIZE OF FACULTY

	City		County		State	
	1970-1971	1975-1976	1970-1971	1975-1976	1970-1971	1975-1976
Fewer than six teachers	6	6	77	33	83	39
Six teachers or more	434	434	867	858	1,301	1,292
Total	440	440	944	891	1,384	1,331

Source: Alabama Department of Education. Annual Report 1971: Statistical and Financial Data for 1970-1971, Bulletin 1971-No. 2. Montgomery, Alabama: 1971, p. 16; Alabama Department of Education. Annual Report 1976: Statistical and Financial Data for 1975-1976, Bulletin 1976-No. 2. Momtgomery, Alabama: 1976, p. 16.

Table 55

REGULAR SCHOOLS ACCORDING TO GRADE TAUGHT

	1970-1971			1975-1976		
	Total Schools Teaching Designated Grade Levels[a]	Single Level Schools	Multi-Level Schools	Total Schools Teaching Designated Grade Levels[b]	Single Level Schools	Multi-Level Schools
1. Number of Schools with Elementary Grades[c]	1,127			1,030		
2. Elementary Grade Only		546			511	
3. Elementary/Junior Combined			351			331
4. Number of Schools with Junior High Grades	795			768		
5. Junior High Only		63			58	
6. Junior-Senior Combined			151			191
7. Number of Schools with Senior High Grades	424			431		
8. Senior High Only		43			52	
9. Elementary-Junior-Senior Combined			230			188
Single-Level Schools Only		652			621	
Multi-Level Schools Only	—	—	732	—	—	710
Total All Schools		1,384			1,331	

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[a] Total of lines 2,3, and 9.

[b] Total of lines 3,5,6, and 9.

[c] Total of lines 6,8, and 9.

Source: Alabama Department of Education. Annual Report 1971. Statistica[illegible]nd F[illegible]ncia[illegible] Data [illegible] 19[illegible]971[illegible]Bul[illegible]n.

Table 56

SOURCE OF PUBLIC SCHOOL FUNDING IN ALABAMA

	Amount		Percent	
	1970-1971	1975-1976	1970-1971	1975-1976
State	$247,048,788	$422,346,651	62.3	67.5
Federal	73,137,143	81,260,907	18.4	13.0
County	35,367,059	54,158,994	8.9	8.7
District	27,301,911	43,207,124	6.9	6.9
Other	13,970,119	24,575,160	3.5	3.9
Total	396,825,020	625,548,836	100.0	100.0

Source: Alabama Department of Education. *Annual Report 1971: Statistical and Financial Data for 1970-1971, Bulletin 1971-No. 2*. Montgomery, Alabama: 1971, p. 17; Alabama Department of Education. *Annual Report 1976: Statistical and Financial Data for 1975-1976, Bulletin 1976-No. 2*. Montgomery, Alabama: 1976, p. 17.

responsibility from local to state government. Further important increases in school appropriations from the State were received in 1976-1977 and 1977-1978, and budget proposals for even much higher appropriations have been proposed for coming years.

Under these favorable financial circumstances school libraries have been in an especially good position to benefit, since their resources would be expected to come from funds in excess of the traditional basic requirements such as classroom teaching and administration. On a statewide basis school libraries have, indeed, received budget allocations substantially higher in recent years. The increase in expenditures for library materials from 1970-1971 to 1975-1976 is shown in Table 57, amounting to 54.3 percent. Another big increase was budgeted for 1976-1977, amounting to an increase of 28 percent over the previous year, and almost double the amount spent only six years previously.

The other major increase has been for salaries of library personnel. Some of the increase was related to salary rates, as shown in Table 58. An equally important factor has been the increase stemming from the growth in number of personnel. For example, an increase of 135 full-time certified library/media personnel was recorded in one year alone, 1973-1974 to 1974-1975, representing an additional annual operating cost of about $1,130,000.[37] The total cost of 950 certified full-time library/media personnel in 1974-1975 was estimated to exceed $8 million.

Library Media Personnel and Materials in 1976-1977. The most thorough data ever assembled on school libraries were prepared for the school year 1976-1977 by the Library Media Unit of the State Department of Education. Information relating to personnel and materials is set forth in Table 59. It reveals continued vigorous development. The number of library media personnel had grown to 1,180. Total direct personnel costs were $15,154,173, calculated at an average salary of $10,462 plus fringe benefits of $2,380. The material budget for all schools totaled $3,307,813, an average of $4.32 per student. The amount per student for combined personnel and materials costs was $24.09. These figures clearly indicate the increasing importance of school libraries

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[37] Alabama State Department of Education. Library Media Output. May 12, 1975, p.2.

Table 57

EXPENDITURES FOR LIBRARY MATERIALS IN ALABAMA PUBLIC SCHOOLS 1970-1971 and 1975-1976

	1970-1971	1975-1976	Budget 1976-1977
City School Systems	$ 539,652	$1,493,815	$1,190,650
County School Systems	1,139,253	1,097,150	2,117,163
Total	$1,678,905	$2,590,965	$3,307,813

Source: Alabama Department of Education. Annual Report 1971: Statistical and Financial Data for 1970-1971, Bulletin 1971-No.2. Montgomery, Alabama: 1971, p. 179; Alabama Department of Education. Annual Report 1976: Statistical and Financial Data for 1975-1976, Bulletin 1976-No. 2. Montgomery, Alabama, 1976: p. 195; Special Report, Library Media Unit, Alabama Department of Education, for 1976-1977.

Table 58

AVERAGE SALARIES OF TEACHERS IN ALABAMA PUBLIC SCHOOLS

	1970-1971			1975-1976		
	City	County	State	City	County	State
Elementary	$7,279	$6,857	$7,012	$10,345	$ 9,879	$10,055
High School	7,570	7,340	7,420	11,002	10,609	10,745
Total Average	$7,424	$7,106	$7,218	$10,663	$10,258	$10,404

Source: Alabama Department of Education. Annual Report 1971: Statistical and Financial Data for 1970-1971, Bulletin 1971-No. 2. Montgomery, Alabama: 1971, p. 21; Alabama Department of Education. Annual Report 1976: Statistical and Financial Data for 1975-1976, Bulletin 1976-No. 2. Montgomery, Alabama: 1976, p. 21.

Table 59

COST PER STUDENT TO PROVIDE LIBRARY MEDIA SERVICES IN THE ELEMENTARY AND SECONDARY SCHOOLS OF ALABAMA
1976-1977

otal of slaries paid to certified library media persons employed 1976-1977 school year, all schools		$12,345,600.00
otal of persons employed with library science or media endorsement and listed on institute list, all schools	1,180	
verage salary for library media specialist		10,462.37
Sick leave cost per specialist[a]		105.05
nsurance cost per specialist		216.00
etirement and social security benefits per specialist (at 12.4 percent)		2,238.94
Personal leave cost per specialist[a]		34.00
otal cost per specialist		12,842.52
Total cost to provide library media specialists, all schools		15,154,173.00
otal of materials budget, all schools		3,307,813.00
otal cost for providing library media services, all schools		18,461,986.00
Total school population	766,173	
st of library/medial personnel and materials per student		24.09

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[a] Estimated.

Source: Alabama State Department of Education. Library Media Unit. ntgomery: 1978.

in the educational process. They represent a success story in school library development in Alabama. If progress continues at recent rates, substantial achievement of the goals of school libraries will be realized in only a few more years.

School Accreditation in Alabama

Using school accreditation as a measure of development of the library program, only one of the 398 senior high schools in the State remained unaccredited in the fall of 1977 (which schools included any combination of grades through 12th grade). However, only 63.4 percent (578 out of 912) of elementary, middle, and junior high schools had been accredited. Furthermore, in only a few school systems, mostly the large urban systems, were all schools accredited. In Table 60 the situation as of December 1977 is shown in greater detail. A review of the accredited list indicated that more rural than urban schools remained unaccredited.

Alabama's accreditation standards are published by SDE and contain a specific section for learning media services as well as brief references in other sections. The criteria clearly are related to what is possible of achievement at the current stage of school development. As is customary in these matters, higher standards may be set when their realization appears feasible. Currently they call for a comprehensive library program in every school and this program is briefly defined. Physical facilities prescribed are floor space for 15 percent of the enrollment, or a minimum of 40 pupils, plus space for multi-media use. The basic book collection must contain 5 books per pupil with plans for at least 10 per pupil in 1980. Minimum annual expenditures per pupil are required for library materials. Personnel in school libraries are prescribed as follows:

	Library Personnel	
Enrollment	Professional	Clerical
1- 299	½	-
300- 649	1	-
650- 999	1	1
1,000-1,499	2	1
1,500-2,049	2	1 +

Table 60

ACCREDITED AND NONACCREDITED COUNTY AND CITY PUBLIC SCHOOLS IN ALABAMA
December 1, 1977

	Total	Accredited	Percent	Nonaccredited	Percent
Elementary Schools Grades K-8	639	418	65.41+	221	34.58+
Middle Schools Grades 4-8 or any combination of grades 4-8	138	83	60.14	55	39.86
Junior High Schools Grades 7-9 or any combination of grades through 9th grade	135	77	56.29	58	43.71
Senior High Schools Grades 10-12 or any combination of grades through 12th grade	398	397	99.75	1	.25
Total	1,310	975	74.42	335	25.58

Source: Alabama State Department of Education. Accreditation Section.

Within the next decade, assuming a fully operational library in every school according to present goals, the number of library/media personnel may be expected to reach approximately 1,500. The need in 1977 was 1,447 under existing accreditation standards according to calculations of the Library Media Unit of the State Department of Education, shown in Table 61.

Local Initiative in School Library Development

While accreditation standards are an important tool developed by educators generally and enunciated on their behalf and at their behest by the state educational authority, the Department of Education, the moving spirit for the establishment and development of school libraries has been that of the individual school faculties and principals, with the support of their school boards and superintendents.

Alabama has a notable policy of encouraging and strengthening the immense and vital force of the individual school systems, and has insistently and wisely refused to dictate the details of school management. In the case of libraries, the decision to create one in a given school is a local decision. The relative emphasis in funding also is a local decision, including the allocation teacher units, resource units or local funds for library personnel. Furthermore, the provision of materials, equipment, and space is a local decision.

One can only speculate if the establishment of school libraries could have been furthered to any greater extent by state demand, and without regrettable side effects on state and local relationships. But it is evident that, under a policy of decentralization, given greater resources, local school officials have made rapid progress in library development in relatively few years. Most schools are now supplied with good libraries, and within a few years virtually every school in the State will be provided with excellent library service. Local initiative, together with state standards and encouragement, have done a very creditable job, again demonstrating the strength of cooperative local-state relationships based on respect of local autonomy. This same cooperative formula is considered workable and preferable for multi-type library cooperation and forms the basis for the organizational plan developed later in this study.

Table 61

LIBRARY MEDIA SPECIALISTS NEEDED TO FULLY STAFF THE ELEMENTARY AND SECONDARY SCHOOLS OF ALABAMA BASED ON PRESENT STATE ACCREDITATION STANDARDS

Total Elementary Library Media Specialist Needed (Based on 1/2 for under 300 enrollment, 1 for 301-1000 and 2 for 1001 + enrollment)	732
Total Combined Library Media Specialist Needed (Based on 1/2 for under 300 enrollment, 1 for 301-1000 and 2 for 1001 + enrollment)	422
Total Secondary Library Media Specialist Needed (Based on 1 for under 300 enrollment, 1 for 301-1000 and 3 for 1001 + enrollment)	249
Total Vocational Library Media Specialist Needed (Based on 1/2 for under 300 enrollment, 1 for 301-1000 and 2 for 1001 + enrollment)	44
Total Library Media Specialist Needed	1,447

Source: State Department of Education. Library Media Unit, 1978.

Certification Program for School Librarians

In the early years of school libraries the certification process which was applied to instructional personnel did not include librarians. When it was subsequently changed to include them, the resulting higher salaries encouraged more professional preparation and brought more persons into the library field. The outstanding certificates endorsed for library media centers in November, 1976, are shown in Table 62 below. Approximately 2,500 Alabamians were qualified for the approximately 1,200 jobs existing in the fall of 1977.

Table 62

CERTIFICATES ENDORSED FOR LIBRARY MEDIA PERSONNEL IN ALABAMA
November, 1976

		Number
14	Library Science	2,165
H- 6	Media Specialist	311
	Total	2,476

Source: State Department of Education. Library Media Unit.

Of the people employed as library/media personnel in 1976-1977 a majority held a master's degree (A certificate), and 41 others had done additional graduate work beyond the master's (AA certificate). Clearly the formal educational preparation of school librarians has increased substantially over the years, and it seems possible that the number with master's degrees will continue to grow until ultimately the degree will become a requirement. The number of prescribed credit hours in library science has already risen above early requirements. Furthermore, it seems possible that school librarians will ultimately be certificated separately from teachers, rather than merely obtaining an endorsement of elementary and secondary certificates as at present.

Educational preparation of school librarians and media specialist is offered by a number of Alabama colleges and universities, including the University of Alabama, Auburn University, Livingston University, Jacksonville University, the University of North Alabama, Alabama A&M University, Alabama

State University, the University of Alabama in Birmingham, and the University of South Alabama. It is estimated that most of the first 298 master's degree graduates (1972 through August 1977) of the Graduate School of Library Services at the University of Alabama entered the field of school librarianship. The library education programs of the other universities are oriented primarily to library/media personnel in the public school setting. With the large number of colleges and universities offering courses in librarianship it appears that the traditional shortage of professionally trained persons is a thing of the past in Alabama. At the same time the increasing number of jobs may tend to influence favorably the cost/effectiveness of these educational programs.

Unevenness of Book Collections in School Libraries

Despite the favorable growth in total school collections in Alabama, a look at the individual schools reveals many shortcomings. Great variations may be found between school systems, as shown in Table 63, a situation not surprising because of varying local conditions of school administration, finance, and public support. But students even within one system may be provided with widely varying degrees of library support. In one countywide school system in 1976-1977, for example, one junior high school provided nine books per student while another junior high school offered 16.9.[38] A look at the materials budget of each school in this case reveals one of the reasons and no doubt reflects on the educational priorities of each school administration. The school with the fewer books per student had a budget of $.51 per student and the other had $6.28 (twelve times as much). This was not an exceptional case. Throughout the State the conditions varied greatly among school collections and in rate of improvement. This situation is not a difficult one to correct, however, and publication of the discrepancies by the State Department of Education will probably alert the respective school boards, superintendents, and principals, and lead to substantial correction. Accreditation standards will continue to provide guidance and influence.

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[38] Alabama State Department of Education. Automated data files.

Table 63

BOOKS, BUDGETS, AND STUDENTS OF ALABAMA
1977

System Name	Number of Library Books	Books Per Student	Library Materials Budget	Library Budget Per Student	Total Enrollment Including Vocational Schools
A. City Systems					
Alexander City	47,987	12.41	12,426	3.21	3,865
Andalusia	26,257	11.94	8,226	3.74	2,198
Anniston	67,872	10.52	25,281	3.92	6,448
Arab	27,808	10.74	8,334	3.22	2,587
Athens	36,782	12.20	12,473	4.13	3,014
Attalla	27,589	10.33	10,175	3.81	2,670
Auburn	36,337	11.30	9,846	3.06	3,213
Bessemer	73,493	11.59	25,930	4.09	6,337
Birmingham	558,092	11.57	141,936	2.94	48,230
Brewton	15,222	10.09	20,844	13.82	1,508
Carbon Hill	11,420	12.37	3,000	3.25	923
Cullman	29,363	13.64	17,741	8.24	2,152
Daleville	13,381	10.10	6,500	4.90	1,324
Decatur	125,422	14.09	39,756	4.46	8,899
Demopolis	22,767	13.32	10,472	6.13	1,708
Dothan	89,653	9.59	28,019	2.99	9,346
Elba	17,472	11.27	6,300	4.06	1,550
Enterprise	68,776	13.53	27,394	5.38	5,083
Eufaula	28,792	9.82	17,415	5.94	2,929
Fairfield	25,466	12.45	5,788	2.83	2,045
Florala	8,578	25.37	1,000	2.95	338
Florence	88,559	13.42	32,265	4.89	6,598
Fort Payne	21,194	11.29	5,555	2.96	1,876
Gadsden	77,742	10.79	38,567	5.35	7,199
Geneva	21,216	17.40	9,500	7.79	1,219
Guntersville	26,341	12.01	6,856	3.12	2,193
Haleyville	22,027	11.37	13,800	7.12	1,936
Hartselle	35,304	12.30	11,300	3.93	2,869
Homewood	40,991	15.97	15,478	6.03	2,566
Huntsville	397,302	12.62	197,302	6.26	31,470
Jacksonville	34,800	17.21	18,800	9.3	2,021
Jasper	36,492	11.95	21,800	7.14	3,053
Lanett	14,712	8.14	5,503	3.04	1,807
Linden	13,951	16.99	5,348	6.51	821
Marion	13,826	14.40	3,174	3.30	960
Midfield	20,114	10.49	7,664	4.00	1,916
Mountain Brook	58,258	15.18	16,832	4.38	3,836
Muscle Shoals	23,610	9.66	7,900	3.23	2,444

Table 63 (continued)

System Name	Number of Library Books	Books Per Student	Library Materials Budget	Library Budget Per Student	Total Enrollment Including Vocational Schools
A. City Systems (continued)					
Oneonta	9,604	9.00	4,100	3.84	1,066
Opelika	42,711	9.57	13,741	3.08	4,461
Opp	16,421	9.12	7,500	4.16	1,800
Oxford	21,694	10.05	11,690	5.41	2,157
Ozark	58,923	15.01	18,807	4.79	3,923
Phenix City	61,599	11.17	42,510	7.71	5,511
Piedmont	14,862	11.33	7,080	5.40	1,311
Roanoke	14,037	9.66	5,183	3.56	1,452
Russellville	24,777	10.75	9,250	4.01	2,303
Scottsboro	37,003	11.02	11,450	3.41	3,357
Selma	76,803	12.14	33,364	5.27	6,326
Sheffield	36,448	15.73	10,397	4.48	2,317
Sylacauga	36,369	14.17	15,097	5.88	2,566
Talladega	35,652	7.14	16,449	3.29	4,989
Tallassee	12,329	9.53	10,817	8.36	1,293
Tarrant	23,817	14.65	6,750	4.15	1,625
Thomasville	7,151	9.83	1,750	2.40	727
Troy	29,362	12.40	10,239	4.32	2,366
Tuscaloosa	144,617	11.99	47,292	3.92	12,055
Tuscumbia	46,257	25.29	8,709	4.76	1,829
Vestavia Hills	42,417	13.52	31,430	10.01	3,137
Winfield	17,460	12.33	10,545	7.44	1,416
Subtotal	3,115,281	12.02	1,190,650	4.59	259,138
B. County Systems					
Autauga	60, 85	8.4	37,731	5.24	7,195
Baldwin	158,664	10.05	51,838	3.29	15,774
Barbour	26,947	10.74	7,140	2.84	2,507
Bibb	43,444	11.6	9,516	2.54	3,743
Blount	57,167	8.67	21,206	3.21	6,591
Bullock	18,531	6.45	3,621	1.26	2,871
Butler	50,757	11.6	18,255	4.19	4,353
Calhoun	114,177	9.36	60,898	4.99	12,193
Chambers	58,285	10.28	15,181	2.68	5,669
Cherokee	31,163	7.71	13,161	3.25	4,040
Chilton	51,007	7,82	21,335	3.27	6,522
Choctaw	40,995	10.9	13,985	3.72	3,752

Table 63 (continued)

System Name	Number of Library Books	Books Per Student	Library Materials Budget	Library Budget Per Student	Total Enrollment Including Vocational Schools
B. County Systems (continued)					
Clarke	42,899	8.57	18,714	3.74	5,001
Clay	28,916	9.13	10,429	3.29	3,168
Cleburne	32,886	11.75	9,240	3.30	2,798
Coffee	22,093	9.27	6,511	2.73	2,383
Colbert	71,956	15.00	16,313	3.40	4,796
Conecuh	31,967	9.4	8,403	2.47	3,393
Coosa	15,640	6.87	7,300	3.20	2,275
Covington	39,967	13.75	13,632	4.69	2,905
Crenshaw	26,277	8.93	8,550	2.90	2,942
Cullman	86,030	8.68	25,155	2.53	9,908
Dale	28,152	10.98	17,310	6.75	2,563
Dallas	81,624	13.48	26,634	4.39	6,054
DeKalb	94,851	10.6	25,689	2.87	8,945
Elmore	70,387	9.59	37,285	5.08	7,334
Escambia	52,303	7.84	26,528	3.98	6,664
Etowah	91,358	9.99	48,817	5.34	9,137
Fayette	38,739	11.51	16,700	4.96	3,365
Franklin	16,965	5.26	7,425	2.30	3,223
Geneva	35,617	8.99	17,488	4.41	3,959
Greene	22,076	8.83	10,093	4.03	2,499
Hale	42,903	10.76	14,740	3.69	3,987
Henry	31,588	9.98	13,315	4.20	3,163
Houston	59,204	10.99	18,972	3.52	5,385
Jackson	71,529	9.26	25,858	3.34	7,719
Jefferson	538,146	10.83	284,494	5.72	49,650
Lamar	33,972	9.29	10,720	2.93	3,654
Lauderdale	98,476	10.34	44,558	4.68	9,520
Lawrence	80,889	10.75	27,830	3.69	7,524
Lee	34,338	6.92	18,397	3.71	4,958
Limestone	77,378	10.06	22,490	2.92	7,686
Lowndes	27,612	8.02	10,283	2.99	3,439
Macon	56,551	11.53	44,120	8.99	4,904
Madison	123,894	11.60	46,152	4.32	10,675
Marengo	23,150	7.76	12,467	4.18	2,982
Marion	41,982	8.75	18,575	3.87	4,793
Marshall	104,834	11.2	32,792	3.52	9,295
Mobile	617,702	9.2	252,219	3.79	66,435
Monroe	46,819	8.89	17,828	3.38	5,263
Montgomery	391,805	10.92	205,585	5.73	35,860

Table 63 (continued)

System Name	Number of Library Books	Books Per Student	Library Materials Budget	Library Budget Per Student	Total Enrollment Including Vocational Schools
		B. County Systems (continued)			
Morgan	67,904	9.34	26,010	3.57	7,266
Perry	31,609	12.9	4,650	1.90	2,442
Pickens	64,917	12.9	16,800	3.36	4,998
Pike	38,377	13.0	21,080	7.17	2,938
Randolph	26,031	9.41	8,750	3.16	2,765
Russell	47,176	11.6	28,941	7.13	4,058
St. Clair	64,898	7.36	28,152	3.19	8,814
Shelby	86,169	8.97	32,114	3.34	9,604
Sumter	49,916	14.5	14,871	4.34	3,423
Talladega	88,582	9.95	32,186	3.61	8,895
Tallapoosa	34,257	9.16	11,814	3.16	3,737
Tuscaloosa	133,653	10.62	51,959	4.13	12,575
Walker	72,231	6.83	26,369	2.49	10,572
Washington	56,740	14.05	18,810	4.65	4,038
Wilcox	37,875	14.04	32,319	11.98	2,697
Winston	29,726	10.6	8,860	3.16	2,799
Subtotal	5,074,383	10.007	2,117,163	4.17	507,035
Total	8,189,664	10.69	3,307,813	4.32	766,173

Source: State Department of Education. Library Media Unit. February, 1978.

Library Coordination in School Systems

An interesting aspect of the development of school libraries in Alabama as well as other states has been the degree of isolation of each school in the process. The practice of accrediting each school separately, rather than systems as a whole, has probably reinforced this tendency. The use of centralized specialist staff in specific subject areas in schools, including librarianship, is a practice which has advanced in recent years, arising partly as a result of the consolidation and growth of school systems. Such staff clearly is more needed and feasible in large than small systems, but necessary in all in order to achieve the potential advantages in service and economy.

A central coordinating staff for libraries appears, however, to have developed more slowly at system levels than some other staff specializations. A recent nationwide study has pointed out that school district media programs, in contrast to standards for individual schools, are not highly developed.[39] Only eight states were found to have specific standards in even as few as two activity areas for such programs. Two states, Illinois and Maryland, have standards for systemwide programs related to personnel, facilities and furniture, program services, and expenditures. Maryland sets standards for total system expenditures for school library programs. Colorado specifically lists 23 services for a central library/media program. For these few states that have advanced in this matter, the list of such services may be recognized as generally including the ways in which interlibrary cooperation provides benefits, including: (a) systemwide planning and evaluation; (b) uniform policy statements regarding selection and use of materials; (c) procedures for handling problems of censorship; (d) provision of consultative services; (e) delivery of materials; (f) maintenance of equipment and materials; (g) professional collections for teachers; (h) interlibrary loans; (i) computer assisted instruction; (j) television services; (k) in-service professional development; and (l) film library center.

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[39] Milbrey L. Jones, Survey of School Media Standards. Washington, D.C.: Department of Health, Education, and Welfare, 1977, pp. 31-34.

The lack of systemwide standards for school libraries is a shortcoming of the accreditation process common to many educational areas. When there were 120,000 school districts in the nation, only a small percentage had enough schools to make specialized administration of districtwide programs truly beneficial. The reduction in the number of such districts in recent decades to less than 10,000, an amazing and rapid nationwide governmental reorganization for this activity, is still bringing in its wake many changes in school administration. Adjustment of the accreditation process has not yet been completed in recognition of the new situation. Emphasis still rests on school-by-school review. The requirements of standards of planning and evaluation at the district (system) level tend still to be in early stages of development in many states. This is true in Alabama for library/media programs.

There is no current provision in Alabama's accreditation standards specifically calling for a library/media supervisor. However, the excellent guidelines for school library/media adopted by the Alabama State Board of Education in June, 1976, do address themselves in a limited way to this need.[40] They call for a school system or a multi-system library/media program to supplement the programs of the individual schools, and refer to a position entitled system media supervisor. These guidelines also call for the school superintendent to stimulate media center development on a systemwide level as well as on the local school level. However, these references are general and tend to be lost in a broad discussion of purpose at the beginning of the guidelines. Currently no chapter of the guidelines is specifically drawn to set forth the functions of a systemwide program, the emphasis being focused almost exclusively on individual school programs. This is a lack which may easily be remedied by revision.

Despite the absence of specificity in the accreditation standards, several school systems have created the post of systemwide library/media coordinator. As would be expected, they are found mostly in the urban systems with numerous schools and strong impulse toward school accreditation, including the Birmingham City and County systems, Huntsville, Mobile, and Montgomery, among others. The need would clearly have been more evident in these cases. But more than 100 of the 127 systems lack a coordinator. Some small systems with too few schools to staff a satisfactory systemwide program obviously should look to multi-system cooperation in creating such a position. However, to date no school systems have organized cooperatively for such a purpose, nor do state accreditation standards deal with this option.

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[40] Raymond Jones, Ruth Johnson, Hallie Jordan, Guidelines for School Media Programs. Montgomery: Alabama State Department of Education, 1976.

The number of schools in the various systems of the State are as shown in Table 64.

Table 64

GROUPING OF SCHOOL SYSTEMS BY NUMBER OF SCHOOLS IN SYSTEM

Number of Schools In System	Number of Systems With This Number of Schools
1	2
2	6
3	12
4	12
5	15
6- 7	17
8-10	24
11-15	16
16-25	17
26-50	3
51-97	3

Source: Alabama State Department of Education. Library Media Unit.

While further system consolidation is obviously feasible and desirable as a means for improving the quality of educational programs generally, present Alabama guidelines for school libraries suggest that the small systems may cooperate in providing certain library services and designate a director of library/media programs to work on behalf of all parties to the agreement. In this way the educational disadvantages to pupils stemming from small systems organization and resources may be substantially offset. A most natural combination of school systems for this purpose would be in those counties in which two or more systems exist. The following Table 65 gives the total number of school systems per county.

Table 65

NUMBER OF SCHOOL SYSTEMS PER COUNTY IN ALABAMA
1978

Number of School Systems	Number of Counties With This Number of Schools
1	30
2	24
3	9
4	2
5	1
9	1

Summary of Findings

1. The development of public school libraries in Alabama is going forward at a rapid pace, with the goal of a satisfactory library in every school substantially attainable within the next five years.

2. The value of school libraries to faculty and pupils is being demonstrated, assuring a solid place for these libraries in the educational structure of the future.

3. The public school libraries serve approximately 776,000 students, or about 25 percent of Alabama's population of reading age; except to a very limited degree the resources of the school libraries, now becoming quite extensive, are not available to the larger population of the surrounding communities, nor do system policies or state guidelines cover this aspect.

4. Progress in library programs is most evident in the larger school systems of the State; similar progress for small systems could be obtained by further consolidation of such systems or by agreement of small systems in groups of two or more to establish multi-system cooperation.

5. Funding of materials for school libraries has kept pace with the increase in total school resources, and for personnel has increased at a more rapid rate in recent years than for schools as a whole. This was done at local initiative in an effort to upgrade educational programs and to meet state accreditation standards.

6. In 1977 the number of volumes had reached 8,189,664, an average of 10.7 per student. Other types of materials usually represent 35-40 percent of the total materials budget.

7. The number of books in school libraries in the State recently surpassed that of public libraries and of academic libraries,respectively.

8. Standards for individual school libraries are included in accreditation standards generally and the process of accreditation has been an important influence in the establishment of school libraries.

9. Accreditation standards for school libraries have developed according to the potential for their realization; greater specificity now appears possible and desirable for Alabama's school library standards.

10. A major deficiency in accreditation standards and library guidelines in Alabama is lack of provisions for systemwide coordination and direction of school libraries, and for formal cooperation of groups of two or more small systems in providing such services.

11. Great disparity is found among systems and between schools in the same system in the application of school funds for library materials and employment of school librarians resulting in unequal progress of library establishment and development.

12. The consolidation of school systems in Alabama, where this has occurred, has strengthened the movement for establishment of school libraries; however, many very small systems remain.

13. Cooperative arrangements between public school libraries in the same systems are in an early stage of development in most instances and studies are lacking regarding the potential advantages to be derived therefrom and of the best procedures for greater resource sharing.

14. No cooperative arrangements for joint direction and coordination of school libraries have yet been made between two or more school systems, the small school systems being the most logical prospective beneficiaries, although the State's guidelines suggest this means of library improvement.

15. Both the number and qualifications of library/media personnel have risen substantially in Alabama in the last 20 years, partly as a result of better salaries and standards for employment; university programs have responded to educational needs of school librarians as employment opportunities for qualified librarians increased. In 1977 there were 1,180 library/media specialists, an increase of 24 percent in only two years.

16. Informal cooperative arrangements between schools (or school libraries) and public libraries have existed for decades, usually providing for public library assistance to the pupils and faculty; formal cooperative arrangements have not generally been established. New forms of interlibrary cooperation are evolving as school libraries improve, but these have not been subjected to methodical study for the purpose of exploiting beneficial possibilities under the changed conditions.

Recommendations

1. Coordination of school libraries at school system and intersystem levels as currently proposed by the library/media guidelines adopted by the State Board of Education should be included in the accreditation standards in a separate section related to system-level goals and procedures.

2. Cooperation of school libraries with academic, public, and special libraries should be made a standard for accreditation, to be further elaborated in the library/media guidelines.

3. School boards of systems entering formal cooperative arrangements with state-approved multi-type library organizations should be duly represented in the governance of these organizations.

4. Each school system's library/media supervisor should be the principal professional channel for participation in multi-type library activities.

5. Consideration should be given to making the resources of the school libraries more readily available to the wider public through cooperative library systems as well as direct access.

6. Participation of school libraries in multi-type library systems should enable joint planning and development of improved programs of staff development.

7. Library system programs should be designed to increase substantially the availability to school and other libraries of expensive audio-visual resources not feasible to acquire on a single library or school system basis, supplemented wherever possible by courier and other rapid delivery means.

8. The State Department of Education should join with the Alabama Commission on Higher Education in cooperating with a state library, to be created, in developing compatible joint policies and in sustaining cooperative systems organized among all types of libraries.

IX. SPECIAL LIBRARIES IN ALABAMA

Summary

Some of the richest library resources in the State are found in special libraries, whose number and importance continue to grow. They are the most diverse type of libraries in purpose, clientele, and sponsorship. Their participation in cooperative library systems would bring mutual advantages to special and other types of libraries and should be offered. Special membership requirements would be required to insure adequate complementary operations. Institutional and other special libraries with very limited opportunity to provide resources to other library members and otherwise participate in complementary fashion in a library cooperative could be offered affiliate rather than regular membership. Privately sponsored special libraries may be allowed to participate freely with publicly sponsored libraries in library systems.

The number of special libraries in Alabama is unknown. Apparently no comprehensive list has ever been compiled. With certain exceptions, data on their organization, collections, and policies are regularly collected and published. Nevertheless, for purposes of this study a partial list of over 100 special libraries was made to illustrate the great variety of these libraries, including size (see Appendix F). Even this list, undoubtedly incomplete, was surprisingly long and impressive even to veteran librarians of Alabama.

While many special libraries are small, some of the finest collections in Alabama are found in these libraries. Outstanding examples are the Air University Library of Maxwell Air Force Base, Alabama Supreme Court and State Law Library, Alabama Department of Archives and History Library, Veterans Administration Medical Library of Tuskegee, West Point-Pepperell Research Center Library, Redstone Scientific Information Center Library, and the Technical Library of the Tennessee Valley Authority's National Fertilizer Development Center, to mention a few.

Some of the special libraries are already outstanding in their effort to cooperate with other libraries in the State. The Air University Library, for example, is especially known for its willingness to share its resources with other libraries. Directors of many special libraries expressed their readiness to expand cooperation whenever the organization of multi-type library systems becomes a reality.

Special libraries already are involved in cooperative endeavors whenever the opportunity has been created. Hospital libraries, for example, are currently receiving greater attention as important adjuncts to medical care and to the professional development of physicians and other health science personnel. One cooperative group has been formed among hospital libraries in the Birmingham area, and a well-planned and funded project to do the same in the Montgomery area is being organized for 1978, to be preceded by a comprehensive study of existing and needed resources. These consortia are interested in the potential of multi-type library systems in Alabama as a means for advancing their objectives.

Characteristics of Special Libraries

Reference is commonly made to two types of special libraries: (a) those in government, museums, and nonprofit agencies, and (b) those in business and industry. The former are often considered as partners with academic and public libraries, and to a lesser extent with school libraries. Libraries of the latter category are often classed with users. There are, however, users and providers in both groups, requiring an identification process in order to distinguish them. The relative isolation of some special libraries has been occasioned partly by lack of cooperative means, especially for the libraries of business and industry. Multi-type library cooperation can remedy this situation in some instances. At least, it is the intention of library systems to be open-ended, allowing and encouraging membership of those libraries, regardless of sponsorship, that are in a position to share their resources as well as be a consumer of those of other libraries. And have resources of significance to share! Clearly a prison library and other institutional libraries providing similar service are not logical candidates for interlibrary systems. Such libraries have no place as full members of a system designed for a broad interchange of materials and services and for undertaking mutually beneficial activities. Mere willingness of a library to join a system is insufficient to justify the step. A level of potential contribution, together with a patron need which can be significantly satisfied only in such active cooperative relationship, are required. The definition is not easy to reach, but for special libraries, it must be done. A look at ways in which special libraries typically relate to other libraries can provide some guidance.

The Needs and Practices of Special Libraries

Special libraries tend to have a particularly demanding clientele, especially those serving business and industry. Therefore, their librarians are notoriously able in locating desired information and publications. Informal relationships with other special libraries tend to be close. They also call frequently on academic and public libraries (often the larger public libraries). Interlibrary loans and photocopy journal articles are major needs.

All libraries, regardless of type, tend to interface with certain other libraries, often of the same type, and often for no better reasons than compatible operating policies and reliable response. It is not surprising that special librarians have tended to seek out each other and to create informal cooperatives. Academic and public libraries do the same. But it is equally notable that this procedure does not suffice. Geographically based multi-type library cooperatives have their genesis in this fact.

This does not mean that similar special libraries should not exploit any mutual benefits which can be derived from their close association. In fact, multi-type library systems should encourage and abet any useful liaison of this type, in addition to broadening the utilization of resources in other libraries regardless of type or, within reason, location. Membership in a multi-type library system does not require that any of dozens of useful special combinations of interlibrary cooperation may not exist within the broader framework. Indeed, the clever system will recognize the need and support the effort in full realization that they emanate from a genuine patron-expressed need. It is this very awareness and a correspondingly flexible response in accord therewith which can bring system cooperation to a new level of sophistication. The benefits derived from myriad special arrangements may be enhanced by system operations.

The Dysfunctions of Special Libraries in Systems

All libraries have some elements of operation which might be termed dysfunctional in a group effort. For example, special libraries ordinarily have collections which are strongly related to research and therefore, to a substantial degree, needed on the premises. Emphasis needs to be given to the term "degree." Well-organized cooperative systems will enable special libraries to reassess their policies regarding sharing of resources. They may be encouraged in this by requirements of system membership. Each library member, including special libraries, should be required to make a substantial contribution to total system resources through allowing access to their materials on the premises and to their catalogs, through honoring a reciprocal borrower's card, and through declaring a large part of their holdings available through library loan. Such requirement should not be deemed an imposition, but simply an indication that otherwise the special library would be wiser to remain a collective patron. This means that the question of system membership for special libraries poses questions not germane to academic, public, and school libraries. It requires special attention.

Qualifications of Special Libraries for System Membership

Due to the widely varying situations of special libraries, it would appear that two categories of membership might be created for them--full membership and affiliated membership.

Recognition should be given at the outset that many "special" libraries have no need for full membership in a system, and the system will be advised to place them in an affiliated category. The problem is how to distinguish between the two groups. No definitive solution is proposed here. It should evolve after study, a conservative approach, and carefully evaluated experience.

Nevertheless, a few general guidelines may be suggested. As already mentioned, four requirements should be accepted by each special library seeking system membership. Each such library should agree: (a) to permit the public use of their library on the premises at reasonable hours; (b) to make a "reasonable" percentage of the collection available on a loan basis; (c) to honor a reciprocal borrower's card for loanable items; and (d) to accept interlibrary loan requests on the loanable portion of the collection. It goes without saying that access of the public to the library's catalog would be offered. In addition, the system itself should examine each special library's holdings to determine if they offer the basis for a true interchange. These requirements may be subject to any reasonable refinements, of course, such as reasonable restrictions on sensitive materials, screening of borrowers, etc.

The collection of the special library should be one of complementary value to the library system. It is unlikely, for example, that a rest home's library would qualify, and even less so, a prison library, to mention extreme examples. Only active, working libraries offering values of its own to the collective membership of the system should be considered. Honorary memberships would not be appropriate. Each member with nothing to offer for the common good would represent an unnecessary financial burden to system operations and detract from the quality of performance.

On the other hand, a special library not qualifying for full membership should not be stigmatized. No shame should be evoked. It is simply a matter of the functions peculiar to each library and how they relate to programs of interlibrary cooperation. To meet the needs of such libraries an affiliated membership could offer all needed recognition and privileges.

Devising Criteria for System Membership of Special Libraries

Prior to admission of any special library to full membership in a cooperative system the criteria for such admission should be developed and adopted. The following procedure is suggested as a point of departure.

1. Prepare tentative minimum criteria for membership of a special library in a cooperative system, including collection size, hours open, qualifications of personnel on duty, policies of public access to collection, willingness to accept reciprocal borrowing, collection available for borrowing and interlibrary loan, etc. (Such criteria could be more stringent initially in order to gain experience for later refinement, assuming it is more practical to lower than to raise standards.)

2. Obtain the views of all types of libraries on the tentative criteria.

3. Prepare a definitive set of criteria to recommend to the executive board of the Alabama State Library for approval.

4. Set up a review and evaluation committee to monitor the implementation of the resulting criteria and to recommend any revisions deemed desirable.

Although the above process seems involved, experience of other states is lacking or not definitive. It will need to be done methodically and fairly, and could well set a pattern for developments elsewhere.

Distribution of Special Libraries Within the State

Special libraries are not distributed as are public and school libraries according to the general population, but are found largely in governmental centers, military and scientific centers, and industrial and business locations. In Alabama the major centers for special libraries are Montgomery, Birmingham, and Huntsville. Nevertheless, special libraries of importance are scattered over the State. The distribution is such that special libraries may be considered an important class of membership in every district defined for library cooperation provided they are few in number. This matter is discussed later with respect to system governance.

Nongovernmental Special Libraries and Public Funds

The involvement of nongovernmental special libraries in systems financed by public funds appears to offer no insoluble problems. In the first place, member libraries will not receive grants of public funds or other subsidies for their normal operations. Any payments by the system to a member library, including a special library, will be made in accordance with a contract in which a corresponding service will have been received by the system. Books and other materials of value received on loan by a special library from a public library through system arrangements is normally viewed as service to a patron entitled thereto. The special library, privately or publicly owned, is the means through which such service is rendered and itself is not to be considered the patron. It is commonly considered that a patron may go directly to a publicly sponsored library for material; therefore, why deny him the possibility of using as his agent, and for his convenience, a special library to do the same thing?

Staff training conducted by a system is a different type of service. In this case an employee of a private library may receive a value unrelated to direct service to a patron. Nevertheless, as an educational function, one normally conducted by government on behalf of citizens, this does not appear to offer difficulty. Precedents are ample.

With judgment, it seems reasonable that both private and public participation in systems may be accepted freely. If, however, some special problem is encountered, the privately owned libraries always may be asked for special payments related to value received, or be excluded from participation in exceptional cases. It is clearly in the public's interest to have the special libraries and their resources included in the overall library program. It is not a one-way benefit.

The Potential of Special Libraries in Alabama Systems

Somewhere between 40 and 70 special libraries, not including county law libraries which are proliferating at this time, appear to be prime candidates for interlibrary systems in Alabama. Some of these libraries, especially those of the state and federal government, are among the finest libraries in the country. Bringing these libraries into close cooperation with other libraries, especially academic and public, offers bright promise for improved library service to Alabamaians.

Findings and Recommendations

Following is a summary of findings regarding special libraries in Alabama and recommendations with regard to their possible participation in multi-type library systems.

Findings. The principal background information relating to special libraries and interlibrary cooperation in Alabama is summarized hereafter.

1. Special libraries, of the four types into which libraries are commonly grouped, are the only ones in Alabama that do not have some coordinating point or funding authority in state government; they are remarkably diverse in purpose and sponsorship and include federal, state, and locally sponsored libraries, and privately sponsored libraries.
2. Some of these libraries have excellent resources, with great value for persons other than their primary clientele, and yet have important needs which are logically filled by requests from other libraries.

Recommendations. The unique position of special libraries makes equally "special" any recommendations for their participation in library systems.

1. Special libraries constitute some of the most valuable resources in the State and should be included in any plan for multi-type library cooperation and given representation in system governance.
2. In considering their role in library cooperatives, special libraries should not be treated as a single category, as for academic, school, and public libraries, but grouped for analysis according to public or private; if public, whether federal, state, or local; then by sponsor, purpose, clientele, resources, policies for resource sharing, and numerous other bases. Qualifications for library system membership should evolve from careful study; initial policies for system membership should be conservative.
3. Special libraries should be expected to give the public reasonable access to the collections, participate in reciprocal borrowing plans, and make interlibrary loans. Individual understandings will need to be reached where stringent limitations are asked on resource sharing.

4. Institutional libraries that represent, in essence, collective patrons rather than resource sharers, should be admitted to affiliate membership under criteria especially drawn for this purpose and applied statewide. This would allow participation consonant with their needs.

5. Public monies would not be paid to privately sponsored libraries except for services of equal value rendered beyond normal cooperative sharing.

6. Special libraries should join an effort to prepare and publish more complete data on library operations in Alabama, and this should be a requirement of system membership. Allowances should be made for sensitive information, if any.

7. Special libraries should be invited to join in formulating joint acquisition policies for library materials. Special libraries sponsored by state and local agencies benefit particularly. Federal and private libraries could be expected to have varying possibilities for collaboration.

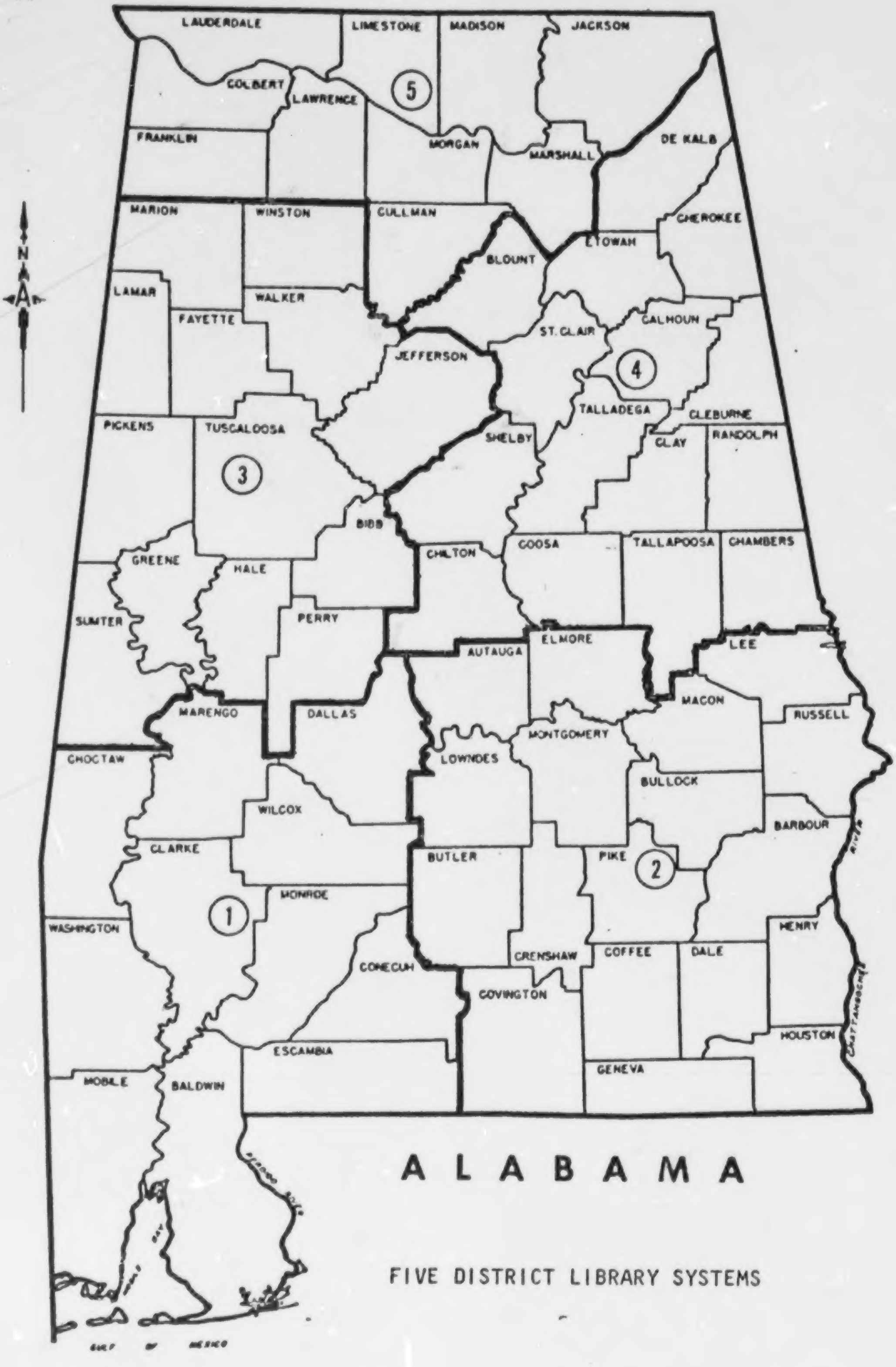
X. ESTABLISHING THE BOUNDARIES OF LIBRARY SYSTEMS

In order to obtain the advantages of interlibrary cooperation, the organization of district library systems should be given first attention in plans for the future. Intersystem or statewide activities may be expected to utilize the machinery of the district systems in their own development, together with participation of appropriate state agencies, and therefore require the prior establishment of the district system. In considering their creation, this study has developed the advantages of including all types of libraries in the process. Experience in Alabama and in other states with some considerable experience in formal interlibrary cooperatives has made it evident that, while each library and type of library has special needs not universally shared, the degree of mutual interest is so great that strength in service mechanisms as well as sharing of resources is much increased when all library types are cooperating. Any type of library trying to "go it alone" cooperatively will not only diminish its own effectiveness but that of all other libraries. For this reason, this study proposes an open-door policy to all types of libraries, with participation being an individual decision of each library. The inclusion of all types of libraries was a fundamental consideration in the design of the proposed district system boundaries, discussed hereafter.

Proposed Number of District Library Systems

The number of district library systems proposed for Alabama is five. Consideration was given to numbers from four to seven. Four districts were considered administratively too few. Seven were found to lead to potentially very weak systems, unable to do what its members would require. Comparisons were than made between five and six district systems. Five proved to have definitive advantages in the view of the consultants. These are shown on Map .

Map 6


LAUDERDALE
LIMESTONE
MADISON
JACKSON
COLBERT
LAWRENCE
5
FRANKLIN
MORGAN
MARSHALL
DE KALB
MARION
WINSTON
CULLMAN
CHEROKEE
ETOWAH
BLOUNT
N
LAMAR
WALKER
FAYETTE
ST. CLAIR
CALHOUN
JEFFERSON
4
TALLADEGA
CLEBURNE
PICKENS
TUSCALOOSA
SHELBY
CLAY
RANDOLPH
3
BIBB
GREENE
HALE
CHILTON
COOSA
TALLAPOOSA
CHAMBERS
SUMTER
PERRY
AUTAUGA
ELMORE
LEE
MARENGO
DALLAS
MACON
RUSSELL
CHOCTAW
LOWNDES
MONTGOMERY
BULLOCK
WILCOX
BARBOUR
CLARKE
BUTLER
PIKE
2
MONROE
1
WASHINGTON
HENRY
CRENSHAW
COFFEE
DALE
CONECUH
COVINGTON
ESCAMBIA
HOUSTON
MOBILE
BALDWIN
GENEVA
CHATTAHOOCHEE
RIVER
GULF OF MEXICO

ALABAMA

FIVE DISTRICT LIBRARY SYSTEMS

A number of concerns guided the placement of the geographical boundaries of the proposed district systems, none of which could predominate without sacrificing other important interests. It has been noted that in discussing system boundaries there is a tendency on the part of some people to concentrate on the factor of road communication, or trade areas, or distances, or existing library relationships of a particular library type, or other concerns of a partial nature. Also, the assumption is sometimes made that drawing a line on the map is equal to building a high wall over which communication and cooperation with neighbors will be rendered difficult if not impossible in the future.

For these reasons, it is important to think of district boundaries as ones of administrative convenience to achieve cooperative advantages, and that cooperation over these boundaries will not only continue, but will grow in variety and intensity. All states creating library districts of this nature have faced this question. Anticipated problems either have not developed or were satisfactorily resolved. In the case of Alabama, and again considering experience elsewhere, the proposed cooperative plan has included intersystem cooperative means from the beginning.

Therefore, a number of interrelated factors need to be considered in thinking of system boundaries and an attempt made to balance them to obtain the best overall design while admittedly failing to reach perfection for any single factor.

Population and Area

While the ideal situation might be systems of identical population, this goal must be tempered by total area, library resources, and other considerations. In Table 66 are shown certain demographic characteristics of the proposed five systems and county political subdivisions. The necessity for compromise is immediately apparent, some districts being larger in area in order to increase population served. It was possible to create districts in which, attempting not to create any district with more than twice the population of another, it was also possible to create districts in which none was more than twice the area of another.

Table 66

DEMOGRAPHIC CHARACTERISTICS OF FIVE LIBRARY SYSTEM DISTRICTS

District	Number of Counties	Square Miles	Population 1970	Projected Population 2,000	Incorporated Municipalities, 1976 Under 1,000	1,000-2,500	2,500 and Over	Total
I	11	11,724	603,096	719,600	19	10	30	59
II	18	12,072	678,426	778,200	25	13	51	89
III	13	10,293	981,333	1,133,300	33	17	43	93
IV	15	9,735	560,950	707,800	24	18	59	101
V	10	6,886	620,360	945,400	17	9	35	61
Total	67	50,710	3,444,165	4,284,300	118	67	218	403
Average	-	10,142	688,833	856,860	23.4	13.4	43.6	80.6

Source: Center for Business and Economic Research. Economic Abstract of Alabama, 1975, University, Alabama: December, 1975.

The areas proposed are similar to the size adopted by some other states in recent years. They are much smaller than the 10 districts in Texas, which are considered too small by some librarians in that state. They are smaller than the largest district in Washington, which covers over 15,000 square miles. They are similar, on the average, to those of Iowa. The populations, too, tend to fall between the million and a half found in the systems of some other states and those of the smaller systems of 200,000 to 300,000. In discussing system sizes with librarians of other states the tenor of their advice, based on their own experience, was not to make them too small. From the standpoint of population and area, Alabama could certainly choose as few as four systems, but as mentioned, other factors did not encourage this. The trend, however, is toward avoiding small, weak systems, even if that requires large geographical areas.

Distribution of Libraries

The distribution of libraries is considered to be a prime factor in establishing system boundaries. The following Tables 67, 68, 69, and 70 show the number of academic, public, school, and special libraries in each of the five districts. Considering the demographic variations in the State the distribution is excellent, giving a workable mix by library types.

In selecting five areas, it was considered important to include at least two of the larger public libraries in each system. These would be: (1) Mobile and Selma, (2) Dothan and Montgomery, (3) Birmingham and Tuscaloosa, (4) Anniston and Gadsden, and (5) Decatur and Huntsville. Other public libraries also are growing into positions of strength. Table 71 shows the public library income in the five districts compared to personal income, together with the index of local library financial support in each district as a whole.

School libraries are distributed well among the five districts.

Academic libraries, being fewer in number, required special consideration. Their location has not always been related to demographic considerations, which was probably of more assistance in drawing boundary lines than otherwise. In addition to the table of distribution by numbers already referred to, Table 72 lists each college and university, indicates whether it is public or private, two-year, four-year, or four-year plus graduate; county in which

Table 67

DISTRIBUTION OF ALABAMA ACADEMIC LIBRARIES UNDER A LIBRARY SYSTEM PLAN OF FIVE DISTRICTS

	Four-Year and Graduate Colleges and Universities			Two-Year Colleges			Total Number of Universities and College Libraries
District	Public	Private	Total	Public	Private	Total	
I	1	3	4	5	1	6	10
II	6	2	8	4	2	6	14
III	3	7	10	3	2	5	15
IV	2	1	3	4	0	4	7
V	4	2	6	4	0	4	10
Total	16	15	31	20	5	25	56

Table 68

DISTRIBUTION OF ALABAMA PUBLIC LIBRARIES BY POPULATION GROUPS UNDER A LIBRARY SYSTEM PLAN OF FIVE DISTRICTS

	Number of Libraries--1976									
District	1,000 and Under	1,000-2,499	2,500-4,999	5,000-9,999	10,000-24,999	25,000-49,999	50,000-99,999	100,000-199,999	200,000 and Over	Total
I	3	8	6	7	0	2	0	1	0	27
II	5	6	11	4	8	2	0	1	0	27
III	8	11	14	7	4	1	1	1	1	48
IV	7	15	9	7	3	1	1	0	0	43
V	2	4	1	8	3	2	0	1	0	21
Total	25	44	41	33	18	8	2	4	1	176
Average	5	8.8	8.2	6.6	3.6	1.6	.4	.8	.2	35.2

Source: Annual Reports of Public Libraries to the Alabama Public Library Service, 1976.

Table 69

DISTRIBUTION OF ALABAMA PUBLIC SCHOOL LIBRARIES UNDER A LIBRARY SYSTEM PLAN OF FIVE DISTRICTS

District	Public School Systems	Elementary	Secondary	Combined Elementary and Secondary	Vocational	Total
I	16	151	38	21	6	216
II	33	168	38	42	9	257
III	27	256	73	24	15	368
IV	28	154	45	50	15	264
V	23	177	38	37	12	264
Total	127	906	232	174	57	1,369

Source: Alabama Department of Education, *Annual Report, 1976: Statistical and Financial Data for 1975-1976*, Montgomery, Alabama, 1976.

Table 70

DISTRIBUTION OF ALABAMA SPECIAL LIBRARIES UNDER A LIBRARY SYSTEM PLAN OF FIVE DISTRICTS

District	Law	Health, Medical, and Hospital	Business and Industry	Art, Museum, and Recreation	Government	Total
I	2	5	3	4	2	16
II	3	9	2	2	36	52
III	3	10	11	2	3	29
IV	1	4	2	0	1	8
V	0	0	10	2	7	19
Total	9	28	28	10	49	124

Table 71

PUBLIC LIBRARY SUPPORT RELATIVE TO PERSONAL INCOME

District	Number of Counties	Estimated Population 1973	Public Library Income 1975		Estimated Personal Income 1973		Index of Library Financial Support[b]
			Total (In Thousands)	Per Capita	Total[a] (In Millions)	Per Capita	
I	11	691,936	$1,815.1	$2.62	$ 2,173.2	$3,141	84
II	18	685,769	1,431.4	2.09	2,669.4	3,892	54
III	13	1,002,497	2,853.8	2.85	4,334.4	4,324	66
IV	15	583,735	1,069.1	1.83	2,075.9	3,556	51
V	10	640,258	1,151.4	1.80	2,447.2	3,822	47
Total	67	3,604,195	$8,320.8	$2.31	$13,700.1	$3,801	61

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[a] Data for 1975 not available.

[b] Index number is ratio of public library revenue and estimated personal income for the region as shown in columns 4 and 6 times 1000,000; the higher the number the greater the library financial support.

Source: Alabama Development Office, Alabama County Data Book, 1977, Montgomery, Alabama, 1977, p. 40; Center for Business and Economic Research, Economic Abstract of Alabama, 1975, University, Alabama, 1975, pp. 48-49.

Table 72

LIST OF ACADEMIC LIBRARIES AND BOOKSTOCK BY FIVE DISTRICTS

Plan A

Name (Type[a] and City)	County	1975 Bookstock
DISTRICT 1		
ublic		
University of South Alabama (FG-Mobile)	Mobile	192,750
S.D. Bishop State Junior College (T-Mobile)	Mobile	24,534
James H. Faulkner State Junior College (T-Bay Minette)	Baldwin	25,553
Jefferson Davis State Junior College (T-Brewton)	Escambia	26,389
Patrick Henry State Junior College (T-Monroeville)	Monroe	23,308
Wallace State Community College (T-Selma)	Dallas	15,000
Subtotal Public (6)		307,534
rivate		
Mobile College (FN)	Mobile	48,287
Spring Hill College (FN-Mobile)	Mobile	139,224
Alabama Lutheran Academy and College (T-Selma)	Dallas	9,725
Subtotal Private (3)		197,236
District Total (9)		504,770
DISTRICT 2		
ublic		
Auburn University (U)	Lee	733,515
Troy State University (FG)	Pike	167,578
Alabama State University (FG-Montgomery)	Montgomery	139,507
Auburn University at Montgomery (FG)	Montgomery	60,874
Lurleen B. Wallace State Junior College (T-Andalusia)	Covington	15,683
Enterprise State Junior College (T)	Coffee	26,730
Wallace State Community College (T-Dothan)	Houston	26,382
Chattahoochee Valley Community College (T-Phenix City)	Russell	10,000
Subtotal Public (8)		1,180,269
rivate		
Tuskegee Institute (FG)	Macon	213,176
Huntingdon College (FN-Montgomery)	Montgomery	89,352
Alabama Christian College (T-Montgomery)	Montgomery	18,789
Lomax-Harmon Junior College (T-Greenville)	Butler	10,299
Subtotal Private (4)		331,616
District Total (12)		1,511,885

Table 72 (continued)

Name (Type[a] and City)	County	1975 Bookstock
DISTRICT 3		
Public		
University of Alabama (U-Tuscaloosa)	Tuscaloosa	1,051,205
University of Alabama in Birmingham (FG-Birmingham)	Jefferson	431,351
Livingston State University (FG-Livingston)	Sumter	95,000
Albert P. Brewer State Junior College (T-Fayette)	Fayette	21,412
Jefferson State Junior College (T-Birmingham)	Jefferson	47,414
T.A. Lawson State Community College (T-Birmingham)	Jefferson	34,996
Subtotal Public (6)		1,681,378
Private		
Judson College (FN-Marion)	Perry	47,609
Southeastern Bible College (FG-Birmingham)	Jefferson	21,759
Selma University (FN-Selma)	Dallas	11,692
Birmingham Southern College (FN-Birmingham)	Jefferson	114,668
Stillman College (FN-Tuscaloosa)	Tuscaloosa	67,258
Daniel Payne College (FN-Birmingham)	Jefferson	25,000
Miles College (FN-Birmingham)	Jefferson	74,772
Samford University (FN-Birmingham)	Jefferson	221,874[b]
Marion Institute (T-Marion)	Perry	24,622
Walker College (T-Jasper)	Walker	15,856
Subtotal Private (10)		625,110
District Total (16)		2,306,488
DISTRICT 4		
Public		
University of Montevallo (FG-Montevallo)	Shelby	134,782
Jacksonville State University (FG-Jacksonville)	Calhoun	264,081
Alexander City State Junior College (T-Alexander City)	Tallapoosa	31,039
Northeast Alabama State Junior College (T-Rainsville)	DeKalb	33,018
Gadsden State Junior College (T-Gadsden)	Etowah	50,778
Southern Union State Junior College (T-Wadley)	Randolph	47,247
Subtotal Public (6)		560,945
Private		
Talladega College (FN-Talladega)	Talladega	65,367
Subtotal Private (1)		65,367
District Total (7)		626,312

Table 72 (continued)

Name (Type[a] and City)	County	1975 Bookstock
ISTRICT 5		
ublic		
University of Alabama in Huntsville (FG-Huntsville)	Madison	116,618
Alabama A&M University (FG-Normal)	Madison	203,929
University of North Alabama (FG-Florence)	Lauderdale	129,720
Athens College (FN-Athens)	Limestone	59,559
Snead State Junior College (T-Boaz)	Marshall	26,618
Northwest Alabama State Junior College (T-Phil Campbell)	Franklin	31,787
John C. Calhoun State Community College (T-Decatur)	Morgan	30,128
Wallace State Community College (T-Hanceville)	Cullman	7,510[b]
Subtotal Public (8)		605,869
rivate		
Oakwood College (FN-Huntsville)	Madison	68,224
Southern Benedictine[c] (FN-St. Bernard)	Cullman	97,793
Subtotal Private (2)		166,017
District Total (10)		771,886
Grand Total (54)		5,721,341

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[a] F=four-year; T=two-year; G=graduate work; N=no graduate work.

[b] Estimated.

[c] Cullman College and St. Bernard College merged.

Source: U.S. National Center for Educational Statistics, Library Statistics of Colleges and Universities, Fall 1975, Institutional Data, Washington, D.C., 1977, p. 7.

located, and the 1975 bookstock of each institution's library. This indicates a workable distribution, which may be expected to become even more so as the University of South Alabama, the University of Alabama in Huntsville, Jacksonville State University, and the junior colleges continued to grow.

Systems Headquarters Staffs

Systems need to be staffed by competent personnel in numbers and at professional levels corresponding to the programs desired by the system members. The advent of systems in Alabama could have the advantage of creating a few positions that could greatly strengthen the professional cadre. Members might set salaries of system directors at $23-26,000, with other professional staff corresponding. This would be feasible, however, only if the size of the systems and the work assigned were sufficient to justify staff of this level of qualifications and experience. This was an important consideration in suggesting no more than five district systems. A larger number would weaken the professional staffing of system headquarters to what is believed would be an unacceptable low level in both number and qualifications.

Findings

1. There are several factors influencing the selection of the geographical area of a district library system, including population served (total and by patron groups); library resources; number and types of libraries; area in square miles; political organizations and boundaries; road communications; and growth projections.

2. The desired size and qualifications of the system headquarters and of system capabilities to carry out the duties of an increasingly sophisticated operation is a prime factor in determining the number of district library systems it should have.

3. Balance among the factors requires compromise among all.

4. In case of uncertainty as to number, it should be kept in mind that after experience had accumulated it would be much simpler to increase the number than to decrease it.

5. The dispersion of school libraries throughout the State offers no major problem; that of the other types of libraries is not so even as the whole, but very good. In comparison with many other states the determination of district boundaries is much simpler in Alabama and can be done in a manner to provide comparability and similarity in the service workload of systems.

6. A smaller number of systems reduces the coordinative burden of the state library and other state agencies, but too few would cause administrative problems.

7. District boundaries should not be considered "iron curtains"; instead cooperation between system areas should increase. Experience in other states indicates that over-concern with these boundaries in the sense of separating close neighbors is misplaced, even in the case of closely built metropolitan areas.

Recommendations

1. Five district library systems are proposed as the number most workable for Alabama in a multi-type library arrangement.

2. These five districts as drawn on the map of Alabama have been balanced in accordance with the concepts expressed in the findings and are recommended for the proportionate emphasis on the various factors important to the determination of system boundaries.

XI. ORGANIZATION AND FUNCTIONS OF LIBRARY SYSTEMS

In the following chapters are: (a) proposed revisions to the state law which would convert the Alabama Public Library Service into the Alabama State Library with broadened responsibilities for encouraging and coordinating a statewide program of interlibrary cooperation among all types of libraries; (b) implementing rules to be adopted by the executive board of the state library; (c) implementing regulations to be issued by the state librarian; and (d) by-laws for the consideration of the board of trustees of each district library system.

It is deemed important that these documents be read carefully by those interested in promoting multi-type library systems. It is not proposed, therefore, to repeat here the content of these important basic documents. Instead a few of the important features will be discussed, together with the reason for their inclusion.

The Law

The proposed statutory revisions were maintained as broad enabling legislation in accord with long-standing practice. This was viewed as having the advantages of providing flexibility in detail under conditions of a continually changing library environment.

Eight major results of the proposed legislative changes are listed at the beginning of that chapter. The legal basis for multi-type library cooperation on a voluntary basis is proposed. No library, however, would be required to participate. In fact, except for the reporting of data used to provide statewide reports of library activity and progress, no requirements are placed on any library or agency other than the responsibilities assigned to the state library.

The Rules

The rules are seen as the expression of the library community, adopted by the executive board of the state library after due process, regarding the purpose of interlibrary systems, the organization thereof, and the distribution of responsibilities among the bodies formed, the library sponsors, and the member libraries.

A key feature is the establishment of a district assembly composed of one member from each agency sponsoring a member library, thereby providing a potentially powerful public interest base for library support. This also is proposed as a significant benefit of multi-type cooperation over a fractionated approach. This, together with the comprehensive library information reporting to be coordinated by the state library, mentioned above, should go far to offsetting the traditional unawareness of state library affairs in their total significance.

There also is a short introduction to the chapter on rules and an organization chart depicting the major elements of the state library and of each district library system. Nevertheless, a careful reading of the rules is suggested due to the incorporation therein of numerous concepts on which the proposed cooperative plan is based.

Intersystem Cooperation. In addition to dealing with district library organization and operations, the rules also lay the basis for intersystem or statewide cooperation. No fixed organizational pattern is proposed due to the probable variety of programs and varying library participants in the programs.

If at any time additional formal rules are needed for the organization and functioning of one or more intersystem program, they may be formulated by the libraries involved, together with the staff of the state library and other interested state agencies, if any, and presented for consideration of the executive board of the state library. It is anticipated that in many cases the administration of such programs will be undertaken through agreement by one or more of the district systems on behalf of all involved, or by the state library, or by some other appropriate library or agency. For example, intersystem programs of a highly specialized nature may well evolve from the needs of the largest academic and research libraries whether academic, special, public, or any combination thereof.

The Regulations

The regulations are viewed as detailed operating procedures for which policy has been amply set forth in the law and the rules, and which are issued by the state librarian while working in close cooperation with affected libraries regarding their content.

It is suggested that the proposed content of the plan of service as shown in the proposed regulations be examined in some detail. This represents a particularly extensive list of probable system activities and concerns. Librarians in particular, upon reading this list, will immediately perceive and appreciate the range of cooperative interests to be handled on their behalf through the system's mechanism. The list is indicative of "what a system does." It may be used as a checklist by librarians in interpreting interlibrary cooperation to the layman. As expressed elsewhere, the list is believed to be only the "tip of the iceberg" in the sense that as each year passes new and important opportunities for cooperation will continue to arise and be exploited by librarians.

The regulations also cover certain financial and personnel subjects. It is further suggested that a uniform accounting system among district systems will greatly aid in statewide evaluation of operations and progress.

By-Laws of the District Library Systems

The concept of the district assembly is presented in the introduction to the model by-laws for district systems. The anticipated extraordinary effect of membership on both the assembly and the board of trustees in raising the awareness and knowledge of the lay library leadership of the State is especially to be noted. The most likely immediate effect is on the participant's involvement in their home library board, school board, or institutional hierarchy in matters of library development, but the "rippling" effect may be expected to add importantly to the understanding and support of all libraries.

The by-laws seek the advantages of reasonable uniformity in district systems, both for statewide coordination and intersystem cooperation. In particular, it is the by-laws which call particularly for the involvement of the staff of member libraries in the formulation of system policy, programs, and operating procedures.

Organizational Philosophy and Structure for Library Systems

The underlying philosophy bringing autonomous libraries together in voluntary cooperation has already been treated at some length elsewhere and need not be repeated here. However, it is desirable to point out that it has been the intention of the study to reflect such philosophy in the structural arrangements. The law, rules, regulations, and by-laws have not been drawn with the purpose of bureaucratic imposition, but because of the obvious need to facilitate cooperation by sensible "rules of the game" among willing and enthusiastic participants who realize that no "scores" will otherwise be made. The guidance incorporated in these documents is a form of self-discipline for all participants after determination of what is best for the welfare of all. If conditions change, the participants can change the guidelines in a democratic and thoughtful manner.

It is true that the library community itself operates under the powers and restraints of the society it serves, and therefore cannot be arbitrary in its actions. Library development depends fundamentally on the understanding of the larger society and the values it places thereon. For these reasons, special emphasis has been placed in the proposed governance of systems to the end that the library profession and the lay public become involved in new constructive relationships intended to accord library service greater recognition and appreciation of its worth in the eyes of the citizens of Alabama.

XII. AMENDATORY LEGISLATION TO ESTABLISH AN ALABAMA STATE LIBRARY

An Alabama State Library may be created by minor changes in Sections 41-8-1 through 41-8-8 of the Code of Alabama 1975. Additional provisions are required in order to authorize the libraries of the State to organize cooperative library systems and for the state library to assist the libraries in so doing. The overall objective of the proposed legislation is the development of a statewide, coordinated approach to library development. The major changes would accomplish the following:

1. Change the name of the Alabama Public Library Service to the Alabama State Library.
2. Make the chief objective of the state library that of development of a cooperative system among all types of libraries.
3. Authorize the state library to establish uniform rules and regulations for interlibrary cooperation.
4. Provide that library membership in a cooperative system shall be voluntary.
5. Authorize the state library to create an advisory council on interlibrary cooperation.
6. Enable a library system to enter into interstate compacts for library service.
7. Authorize a library system to receive money and property for carrying out its duties.
8. Authorize the state library to receive and publish reports on library operations.

Following is the text of the proposed law. Deleted phrases or paragraphs are indicated by dashes (---) and added provisions are enclosed in brackets [ ].

CHAPTER 8.

ALABAMA [STATE LIBRARY] ~~PUBLIC-LIBRARY-SERVICE~~.

Article 1 - General Provisions

41-8-1. Creation; chief objective.

In order to aid in the development of higher ideals of citizenship and the enlargement of opportunity for culture and recreation and in order to afford an additional means for the further upbuilding of the educational facilities of the state, there shall be a ~~public~~ library service, which shall be known as the Alabama [state] ~~public~~ library ~~service~~ and shall have as its chief objective the development [among all types of libraries] of a cooperative system of providing books and library service for the [people]. ~~various-municipalities-and-counties-of-the-state~~. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, Section 278; Acts 1959, No. 600, p. 1488.)

41-8-2. Executive board generally.

The executive board of the Alabama [state] ~~public~~ library ~~service~~ shall consist of five members appointed by the governor. Such members shall be qualified electors of the state and shall have resided in the state for five years ~~next~~ preceding their appointment. Appointments shall be for five years, and all vacancies, including expired and unexpired terms, shall be filled by the governor by appointment. Members of the executive board shall be allowed [$25.00] ~~$10.00~~ per day, not to exceed 20 days per year, plus travel expenses pursuant to article 2 of chapter 7 of Title 36 of this Code. It shall be the duty and power of the executive board to conduct the affairs of the [state] ~~public~~ library ~~service~~, to administer the funds [allocated to it] ~~received~~ from the treasury [and other sources] ~~that-are-allocated-to the-public-library-service~~ and to be responsible for the program and for such other activities as would naturally be administered by such an executive board. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, Section 279; Acts 1959, No. 600, p. 1488.)

41-8-3. Election of officers of executive board; director of [state] ~~public~~ library ~~service~~ and assistants.

The members of the executive board shall elect from its membership a chairman and vice-chairman.

The board shall appoint a director. The director shall be a graduate of an [American Library Association] accredited library school [program] who shall have had a minimum of three years of library experience in an administrative capacity. ~~or-shall-be-a-college-graduate-with-a-master's-degree with-a-major-in-library-science-who-shall-have-had-a-minimum-of-five-years of-library-experience-in-an-administrative-capacity~~. The director shall not be a member of the executive board and shall serve at the pleasure of the board. All other members of the staff of the service shall be appointed by the executive board on the nomination of the director and shall be subject to the provisions of the state merit system law. The director shall keep a record of the proceedings of the board, shall keep accurate accounts of all financial transactions of the service, shall have charge of its work in organizing new libraries and improving those already established and in general perform such duties as may from time to time be assigned by the executive board. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, Section 281; Acts 1959, No. 600, p. 1488.)

41-8-4. Annual report of executive board to governor.

The executive board shall make an annual report to the governor. The report shall show ~~public~~ library conditions and progress in Alabama and a statement of the expenses and activities of the [state] ~~public~~ library ~~service~~. These annual reports shall be printed as other annual reports of the state departments and shall be distributed by the board or the director thereof. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, Section 282; Acts 1959, No. 600, p. 1488.)

41-8-5. Powers and duties of [state] ~~public~~ library ~~service~~ generally.

The Alabama [state] ~~public~~ library ~~service~~ shall give advice to all free public, regional, municipal and county libraries and to all communities in the state which may propose to establish public libraries, in the manner provided in this article, as to the best means of establishing and administering such public library service, selecting and cataloging books and other details of library management and may send any of its staff to aid in organizing such libraries or to assist in the improvement of those already established. The [state library] ~~service~~ may advise as to the proper qualifications of librarians of free public, regional, municipal and county libraries and shall perform such other services consistent with and in furtherance of the purpose of this article as shall from time to time appear feasible. Moreover, the [state library] ~~service~~ shall advise as to arrangements as provided in section 11-90-4, by which local governmental agencies may combine in the establishment of joint units of library service. The [state library] ~~service~~ may receive and shall administer all funds, books or other property from whatever source, under such conditions as may be deemed necessary in order to carry out the purpose of this article; and, by the use of such means and methods as circumstances warrant, the [state library] ~~service~~ may acquire ~~and-operate-traveling-libraries~~ and circulate or loan books and [other library materials] ~~libraries-among-communities;-libraries;-library-associations;-social-and-civic-clubs-and-organizations-and other-public-agencies-and-institutions~~ under such conditions and rules as the board deems necessary in order to protect the interests of the state and to increase the efficiency and promote the extension of ~~public~~ library service throughout the state. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, Section 280; Acts 1959, No. 600, p. 1488.)

[The state library shall encourage and assist in the establishment and maintenance of cooperative library systems for the purpose of improving library service through sharing resources and combining operations. When such systems are to be geographically defined, the state library shall establish or modify the boundaries thereof. The state library may adopt rules and regulations for system membership, organization, duties, and governance, advise and assist in the programs of interlibrary service of said systems, and establish a council representative of all types of libraries to advise it with regard to library cooperation and system programs. Membership in a library system shall be voluntary and open, subject to rules and regulations of the state library, to all public and private library agencies defined by paragraphs (a) and (b), Article II, Section 48-8-21 of the Code of Alabama 1975, and to federal agencies with respect to libraries operated thereby in the state of Alabama. A library system shall be a public library agency for the purpose of interstate library cooperation under Sections 11-8-21 through 11-8-26 of the Code of Alabama 1975. A system is authorized to receive donations of money, personal property, or real property, to be held and controlled by said system, when accepted, according to the terms of the deed, gift, devise, or bequest of such property, for carrying out the public purposes of said system.]

41-8-6. Scholarships and grants in field of library service.

The executive board of the Alabama [state] ~~public~~ library ~~service~~ may, upon such terms and conditions as it may fix, award scholarships or grants in the field of library science on the graduate or undergraduate level to persons of high integrity whom it may select to the extent that funds are available therefore from funds not otherwise obligated which are available to the Alabama [state] ~~public~~ library ~~service~~ in accordance with the state plan provided for by United States Public Law 597, approved June 19, 1965, the "Library Services Act," as now exists or is hereafter amended or replaced. (Acts 1961, No. 812, p. 1188, Section 1.)

41-8-7. [Alabama state library] ~~Service~~ to obtain reports from ~~public~~ libraries.

[All libraries of the state and local governments of the state, and other library members of cooperative library systems aided by the Alabama state library by agreement, shall make both regular and special reports showing the conditions, growth, development, and conduct of said libraries as prescribed by the Alabama state library.] ~~(a)-The-Alabama-public-library-service shall-each-year-obtain-from-all-free-public-libraries-in-the-state-of-Alabama reports-showing-the-conditions,-growth,-development-and-conduct-of-said-libraries.--This-provision-shall-not-apply-to-the-libraries-of-the-supreme court-of-Alabama,-the-department-of-archives-and-history-or-school-libraries aided-and-supervised-by-the-department-of-education-and-the-libraries-of institutions-of-higher-learning.~~

~~(b)--All-libraries,-other-than-private-libraries,-in-this-state,-including all-free-public-or-subscription-libraries-or-librariesmaintained-by-institutions,~~

~~societies;-colleges;-institutes-or-schools-shall-make-both-regular-and special-reports-to-the-Alabama-public-library-service-as-may-be-called-for and-in-accordance-with-such-regulations-as-may-be-prescribed-by-the-service.~~ (Acts 1915, No. 693, p. 745; Code 1923, Section 1400; Acts 1939, No. 171, p. 297; Code 1940, T. 55, Sections 257, 283; Acts 1959, No. 600, p. 1488.)

41-8-8. Applicability and effect of article.

This article [except for reports to be submitted to the Alabama state library,] shall in no way affect the administration and supervision of public school libraries which have been or may hereafter be established by aid through the department of education, except by agreement, nor shall this article affect in any way the administration and supervision of public school libraries under the control of any city or county board of education, except by agreement; nor shall it, except by agreement, affect or apply to libraries of institutions of higher learning, ~~nor-to-free-public-libraries-in counties-where-a-city-having-a-population-of-not-less-than-65,000-already maintains-a-free-public-library.~~ (Acts 1939, No. 171, p. 297; Code 1940, T. 55, Section 284.)

XIII. SYSTEM RULES TO BE ADOPTED BY THE EXECUTIVE BOARD OF THE ALABAMA STATE LIBRARY

To enable the agencies of government to adjust to constantly changing conditions the fundamental law is ordinarily broad and enabling in character. This permits a needed range of discretion for future adaptation and allowance for unforeseen contingencies through administrative action. The delegation of rule-making authority places a special responsibility on the respective governmental agency to follow a careful procedure of consultation with the organizations and citizens concerned with the intent of the law and especially those participating in carrying out its objectives. The rules proposed hereafter provide for this democratic approach to the rule-making authority of the state library through hearings by the executive board prior to decision. This arrangement allows the library community discretion to make changes as needed from time to time under a procedure permitting full participation of all parties in the decision-making process.

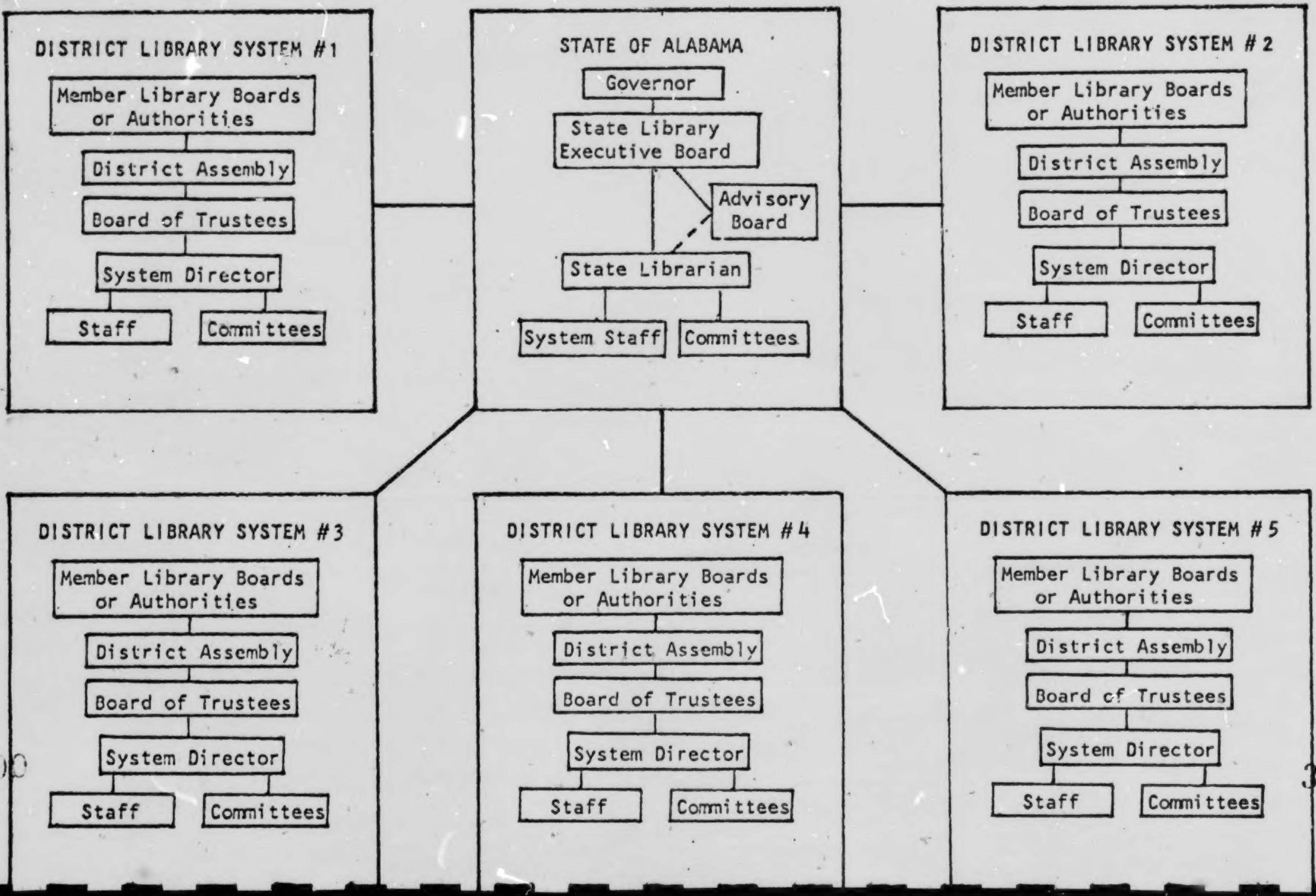
The major purpose of the rules is to set up organizational arrangements for district library systems for governance and allocation of responsibilities to the entities created or participating. The organization is depicted in Chart I, which sets forth the elements of the state library and for each district library system.

State Library Organization

The hierarchical position of the governor, executive board, state librarian, and staff remains essentially unaltered. The advisory board, consisting of librarians, system board members, and two state officials (probably representing the State Department of Education and the Alabama Commission on Higher Education) is a key addition to insure that the viewpoints of all interested parties will be heard. Similarly, the committees appointed by the state librarian will serve the same purpose in formulating policies and procedures in every phase of cooperative system development. The provision of the advisory council and committees underscores the participatory aspects in a voluntary association designed to achieve common aims.

Chart I

ORGANIZATION OF PROPOSED ALABAMA DISTRICT LIBRARY SYSTEMS


STATE OF ALABAMA
Governor
State Library Executive Board
Advisory Board
State Librarian
System Staff
Committees
DISTRICT LIBRARY SYSTEM #1
Member Library Boards or Authorities
District Assembly
Board of Trustees
System Director
Staff
Committees
DISTRICT LIBRARY SYSTEM #2
Member Library Boards or Authorities
District Assembly
Board of Trustees
System Director
Staff
Committees
DISTRICT LIBRARY SYSTEM #3
Member Library Boards or Authorities
District Assembly
Board of Trustees
System Director
Staff
Committees
DISTRICT LIBRARY SYSTEM #4
Member Library Boards or Authorities
District Assembly
Board of Trustees
System Director
Staff
Committees
DISTRICT LIBRARY SYSTEM #5
Member Library Boards or Authorities
District Assembly
Board of Trustees
System Director
Staff
Committees

District Library System Organization

This is a new entity. It is a program organized and operated by libraries in partnership and cooperating with other similar district systems and the state library to achieve high standards of library service in all the state.

The district assembly, composed of laymen from each library sponsoring agency, would meet annually to survey the condition of library service and recommend future policies. It also would elect from its membership the members of the system board of trustees.

The board of trustees would serve as the governing body of the respective system, adopting broad policies and judging the performance of libraries on behalf of the society they represent.

The system director, appointed by the trustees, would be the chief executive of the system, assisted by a staff and, importantly, by committees of librarians at every critical point in program development.

Intersystem or Statewide Cooperation

The proposed organization provides for intersystem and statewide cooperative arrangements organized according to the needs in each case. It is essential that the borders of district systems be thought of as administrative conveniences and not barriers to broad cooperation. The state library, individual systems, and individual libraries, in whatever combination makes sense under the circumstances are authorized to plan cooperative endeavors, assign administrative and funding responsibilities,and carry out the agreed plan. Essential to the execution of this statewide approach is the requirement of long-range and annual state plans.

The rules propose that the members of cooperative systems be kept currently informed of all system matters.

Developmental Programs in Interlibrary Cooperation

As amply demonstrated in the utilization of federal grants in recent years, experimental and development projects are very useful in testing new methods and defining new policies for more general application. This third level of interlibrary cooperation should serve to prevent stagnation.

The Rules

Following are the proposed rules, which constitute the most important expression of the structure, responsibilities, aims, and procedures for interlibrary cooperation.

ALABAMA STATE LIBRARY

RULES FOR PROGRAMS OF INTERLIBRARY COOPERATION

Article 1. Authority, Purpose, and Function of the Alabama State Library

Section 1. Authority and adoption of the rules. These rules for cooperative library systems are adopted by the executive board of the Alabama state library pursuant to Sections 41-8-2 and 41-8-5 of the Code of Alabama 1975 and shall be known as systems rules. Amendments to the rules shall be made following hearings announced previously to the cooperative library systems.

Section 2. Purposes of the rules. The purposes of the rules include, but are not limited to, the following:

a. to aid and encourage the development of voluntary, cooperative library systems and programs throughout the state;

b. to provide and enhance library service in the most effective and economical manner for all people;

c. to foster cooperation among all types of libraries--academic, public, school, and special;

d. to improve access by every citizen to the library materials within the state, wherever they may be, through interlibrary loan, reciprocal-borrowing arrangements, and other means;

e. to strengthen the understanding and support of libraries by their sponsoring agencies and the public;

f. to facilitate useful cooperation with libraries and library systems of other states;

g. to encourage the employment and continued career development of trained library personnel;

h. to provide for the publication and dissemination of statistics and information of cooperative library service in the state.

Section 3. Functions of the executive board, Alabama State Library. The executive board of the Alabama State Library shall be responsible for the oversight of cooperative library systems assisted by the State in accordance with law, and its duties include, but are not limited to, the following:

a. to adopt goals and set priorities for improving library service by means of voluntary cooperation of all types of libraries;

b. to prescribe broad requirements of system establishment, membership, organization, duties, and governance necessary to attain effective cooperation and to qualify for state assistance;

c. to establish and modify system boundaries, when applicable;

d. to encourage the initiative of system members in cooperative program planning within systems, between systems, and with the state library and other state agencies as appropriate;

e. to approve policies and plans for system and intersystem cooperation, and the role of the state library therein;

f. to adopt programs of financial assistance to library systems in accordance with approved plans.

g. to approve the by-laws of cooperative library systems and amendments thereto when found in compliance with state law and the rules of the executive board.

Section 4. The state librarian and interlibrary cooperation. The duties of the state librarian include the following:

a. to carry out the duties prescribed by law and the directions of the executive board with respect to library cooperation and development;

b. to prepare annually, in cooperation with the library systems, a state plan of service to be carried out through interlibrary cooperation;

c. to administer a program of state grants to library systems, and advise and assist library systems in improving services;

d. to encourage and assist intersystem library cooperation and statewide cooperative endeavors;

e. to administer statewide cooperative programs undertaken by the state library in cooperation with libraries or library systems;

f. to promulgate and administer the rules adopted by the executive board;

g. to issue implementing regulations consistent with state law and the rules of the executive board;

h. to prepare and publish annual and other reports on the operation of cooperative library systems in the State.

Section 5. System advisory council to Alabama State Library. A system advisory council to the state library is hereby created comprised of 11 members appointed by the executive board, including a librarian from each type of library (academic, public, school, and special), a librarian from system administration, a library science educator, two system board members, an official of each of two participating state agencies, and one other. Council members shall serve two-year staggered terms and shall not be eligible for reappointment earlier than one year following previous membership on the council. The council shall meet at least annually. The executive board or the state librarian may call other meetings. The council shall advise the executive board and the state librarian on policy for interlibrary cooperation, including:

a. organization and membership in cooperative library systems and the classification of libraries;

b. program plans for developing system services;

c. evaluations of effectiveness of system operation.

Article II. Designation, Membership, and Boundaries of District Library Systems)

Section 6. Name. The organization shall be designated a district library system with a distinguishing name.

Section 7. Membership. Membership shall be open to all libraries--academic, public, school, and special--that agree to provide all persons residing in the district with reasonable access to their collections on the premises and by reciprocal borrowing and interlibrary loan, and which provide acceptable bibliographic information to users and to the system. The autonomy of member libraries shall not be diminished by membership.

Section 8. Determination of district boundaries.

a. The executive board of the state library shall define the geographical areas of each district in which a cooperative library system may be established. Portions of adjoining states may be included by interstate compact under authority of Section 41-8-21 of the Code of Alabama 1975. The comments of governing authorities of libraries, library directors, and others shall be solicited and reviewed prior to determination.

The state librarian, a district library system, or a member library may request revision of district boundaries. Requests submitted by October 1 shall be considered and decided by the executive board prior to April 1 in order that any changes may be reflected in an orderly manner in system plans for the following fiscal year.

b. The following criteria, among others, shall be considered in establishing district system boundaries:

1. A district shall have a sufficiently large population and number of libraries to sustain a viable and effective program and a competent staff.
2. A district shall have a population of 500,000 or more persons, and no district shall have less than 50 percent of the population of any other district.
3. A district shall have an area of 6,500 square miles or more, and no district shall have less than 50 percent of the area of any other district.
4. Within the limitations of population and area requirements, a reasonable balance shall be sought in numbers of libraries by each of the four types, and in breadth and depth of library resources.

Article III. District Assembly

Section 9. Creation of district assembly. A district assembly shall be the organizing body of a district library system.

a. The assembly shall be composed of one representative for each qualified library desiring to participate. For universities and colleges the governing board or the president shall designate a representative, who shall be a member of the board or of the administration of the institution. For school libraries the school board shall elect one of its members as a representative. For public libraries the library board shall designate one of its members. For special libraries an appropriate official of the agency or firm served by such library shall appoint an official of such agency or firm. No representative shall be employed in a library or in library education while serving in a district assembly. Any representative so designated to membership in the assembly shall forfeit said membership upon leaving the library board, school, board, agency, or firm from which named.

b. Terms of service shall be two years, beginning the first of October. For initial members the first term may be extended from the date of organization until the following October 1. No person shall serve more than two terms consecutively. Vacancies shall be filled in the same manner as original appointments.

c. The assembly shall elect from among its members a president, vice president, secretary, and such other officers as it deems necessary. Assistant officers may be elected who are not members of the assembly.

d. The president may appoint committees to assist the assembly in carrying out its duties.

e. A district assembly, following six month's notice to the Alabama State Library, may abolish a district system by a majority vote of the assembly's membership, and its assets shall become the property of the state library.

Section 10. Duties of district assembly. The duties of the assembly shall include, but not be limited to, the following:

a. to meet at least annually and at other times on call of the president or through the secretary by petition of five or more members.

b. to elect by secret ballot from at least two nominees for each vacancy the members of the district board of trustees from among the members of the assembly.

c. to encourage improvements in library service to the people.

d. to receive reports from the Board of Trustees and the System Director, review the policies and programs of the system, and make recommendations on any matter related to the system.

e. to inform the public and library funding authorities of the actions of the assembly and the needs of libraries and through its individual members interpret the policies and programs of the system to the organization represented.

Article IV. District Board of Trustees

Section 11. Election of district board of trustees.

a. A board of trustees shall be the governing authority of a district library system. In fulfilling the obligations of board membership, each trustee shall represent all library cooperative interests without regard to type of library.

b. The board shall consist of nine trustees, elected at the annual meeting of the district assembly from its own membership, with at least two trustees each from academic, school, and public library agencies, and one from special library agencies, with not more than three from any one type of library. Trustees shall serve three-year staggered terms. One or more additional terms may be served by the same person provided at least one year elapses between the terms. Whenever any trustee becomes disqualified for membership in the district assembly, a vacancy shall be declared on the board of trustees. In case of a vacancy on the board, the remaining trustees shall fill it by appointment from among members of the district assembly until the next annual election of trustees, at which time the incumbent remains eligible for election for the remainder of the term, if any. Any trustee appointed or elected to fill a vacancy for a period of less than one year shall be eligible at the next annual meeting of the assembly for election to a full term.

c. At the initial election of trustees, three members, one each representing academic, public, and school libraries, shall be elected for terms of three years; three members, one each representing academic, public, and special libraries, shall be elected for terms of two years; and three members, one representing a school library and two others without regard to type of library, except that each shall represent a different type, shall be elected for a term of one year. Members elected at the organizational meeting for terms of less than three years shall be eligible for reelection to a second term without regard to the one-year period of nonservice between terms. The term of office of the first nine members shall also include any additional period to the following first of October.

Section 12. Officers of the board of trustees. The officers of the board of trustees, elected annually by its members, shall be a president, vice president, treasurer, and such officers as the board deems necessary. The system director shall serve as secretary. An assistant secretary may be appointed who is not a member of the board. The term of office of all elected officers shall be one year, commencing the first day in October, except that at the initial election of officers the officers shall serve one calendar year and any additional period remaining until the first of October.

Section 13. Powers of the board of trustees. A board of trustees shall have all the powers necessary to operate a district library system including, but not limited to, the following:

a. to adopt by-laws for the conduct of its business;

b. to contract;

c. to employ as system director a person with at least four years of responsible work experience in a library after receiving a master's degree in library science, who shall serve at the board's pleasure;

d. to adopt a compensation plan for system staff and provide for participation of employees in the state retirement system;

e. to receive money, property, and services from the State, another government, library agencies, private persons, and others, and to expend money and use such property and services for carrying out programs of interlibrary cooperation and library development;

f. to rent, lease, lease with option to purchase, or purchase personal property and, subject to approval of the executive board, to purchase or construct real property for the use of the district system;

g. to adopt policies and rules for the administration of the system.

Section 14. Objectives of the board of trustees. The objectives of the board, in addition to the broad purposes set forth in Section 2, shall also include, but not be limited to, the following:

a. to improve library service to the people through cooperation among all libraries in planning, sharing of resources, and joint execution of agreed programs.

b. to develop and maintain a system headquarters organizationally and physically separate from any library, to serve as the center for library cooperation in the district, and to cooperate with other district systems and the State of Alabama in a state library system.

c. to establish the policies governing the system and directing its programs, to adopt a long-range and annual plan of service, to approve the budget and oversee its implementation.

d. to consider the relative merits of conflicting views on the program and operating procedures of the system and require that they be modified whenever greater equity may be achieved among members in the interest of library patrons.

e. to evaluate continually the performance of the system in improving service through interlibrary cooperation, compare its operations and achievements with those of other systems, and make changes designed to correct and improve operations.

f. to adopt minimum standards and goals for library service proposed by its members and to incorporate such standards and goals in the program of the system as an aid to the members seeking such improvement.

g. to require participation in a program of reciprocal borrowing by the public and of interlibrary loans as a requisite to library membership in the system.

h. to encourage access by the public of the holdings of all libraries through the best bibliographic and technical means available and in the shortest possible time.

i. to increase the percentage of the public using the libraries and the intensity and quality of such patronage.

j. to inculcate a spirit and custom of cooperation among libraries, while preserving the autonomy of all member libraries.

k. to inform governmental funding bodies of the achievements and shortcomings of library service in the district and their relationship to funding patterns, urging realistic financial support in instances of insufficiency.

l. to apply for financial assistance from the State in accordance with the requirements established by the Alabama State Library under state law.

Article V. Director of District Library System

Section 15. Director of district library system. The director of a system shall have the following responsibilities and duties, among others:

a. to carry out the responsibilities of director as prescribed by the district system board;

b. to carry out the purposes of state legislation relating to interlibrary cooperation, and to observe the rules and regulations adopted pursuant thereto.

c. to attend all meetings of the district assembly and district board, with the right to participate in the discussion and to make recommendations, but without vote;

d. to serve as assistant secretary of the assembly;

e. to prepare annually a long-range and annual plan of service and a budget in the format prescribed by the state library;

f. to keep the district board fully advised as to the financial conditions and needs of the system and to insure that the system operates within its budget;

g. to appoint committees of librarians and others to advise on the preparation of plans of service, the conduct of system programs, and otherwise participate fully in the formulation of policies and procedures;

h. to appoint and remove employees of the system, and administer a position classification and pay plan; and

i. to prepare and submit to the state library, district assembly, district board, and member libraries, annual and other reports of system services, financial operations, and library services provided in the district.

Section 16. Program responsibilities of system director. In accordance with the law and the rules and regulations promulgated thereunder, a system director is responsible for implementing a specific program to carry out their intent on behalf of the libraries of the system and in cooperation with all other systems. The following program areas, among others, which may be identified from time to time by the board of trustees or the Alabama State Library, are the responsibility of a director:

a. To develop methods of locating information resources through the use of union catalogs, communications systems, and other means.

b. To increase the sharing of resources through reciprocal borrowing, interlibrary loan, and other methods.

c. To introduce a universal library borrower's card for the system and the State.

d. To develop an improved communication system, including the physical delivery of materials.

e. To provide assistance in the purchasing and processing of library materials.

f. To develop methods for providing bibliographic information and assistance to member libraries.

g. To assist member libraries in planning adequate physical space and facilities where these are lacking.

h. To encourage projects in cooperative circulation methods.

i. To improve hours of library service where needed.

j. To strive for uniform bookmobile, books-by-mail, and other library service to residents of unincorporated areas of the State.

k. To provide technical assistance to libraries in achieving desired standards of service in materials, staff, and other areas.

l. To analyze the comparative funding of libraries relative to service responsibilities and make this information available to member libraries.

m. To offer continuing education opportunities for professional and technical staff of libraries.

n. To develop agreed collection policies among libraries in order to strengthen collections and reduce unnecessary duplication.

o. To develop and carry out a plan for storage of little-used materials.

p. To give technical assistance in preparing public information programs.

q. To give technical assistance on budget preparation, personnel policies, and other administrative matters.

Section 17. System advisory committee and other committees

a. The director shall appoint an advisory committee from among librarians of the member libraries in such number as he finds necessary to provide adequate representation of the differences among the member libraries in terms of type or function, size, location, and state of development. Meetings of the advisory committee shall be on call of the director.

b. The purposes of the advisory committee shall include, but not be limited to, the following:

  (1) to promote system development;

  (2) to review and comment on proposed recommendations to be submitted for system board action;

(3) to consider and assist in drafting procedures which may affect member libraries;

(4) to initiate suggestions to the director;

(5) to be an added means of communication between the system administration and the membership.

c. In furthering the cooperative nature of the system, the director may appoint other committees, and shall encourage the participation of member libraries in the program development of the system.

Article VI. Planning, Reporting, and Financial Procedures for Systems

Section 18. Planning and reporting procedures of district library system.

a. The principal administrative means employed by district systems for library development shall be a long-range plan with annual increments. The first such annual increment, more detailed, shall constitute an annual plan of service. The plan shall be prepared by each system headquarters with the cooperation of its members, in accord with regulations and guidelines previously determined by the Alabama State Library with the participation of system staff and members. The plan shall present goals in measurable terms whenever feasible, methods to be employed, resources required, and time schedule of execution. The plan shall be based on careful evaluation of the effectiveness of existing programs and their rate of progress in reaching established goals.

b. Corresponding to its role of encouraging uniform standards of library service among the several districts served by the systems, the state librarian, after reviewing each plan, shall report annually to the executive board of the Alabama State Library on the quality of the respective plans, their relative merits, timeliness of completion, needed improvements, and their significance to library development in the State.

c. Each system and its members shall contribute statistical data for the purpose of producing accurate and timely information for evaluation of operations on a comparative basis for libraries, systems, and the State, and to serve as the basis for planning.

Section 19. Application of district library system for state financial assistance.

a. It is the purpose of the State to share the expense of interlibrary cooperation with the governing authorities of the participating libraries, with the State paying the major part. Approval of a grant application by the Alabama State Library shall be based on: (1) an analysis of the proposed plan of service, representing a commitment for specific services to library users, (2) an evaluation of performance under previous plans of service, and (3) the quality of cooperation extended to other systems and the Alabama State Library in achieving agreed objectives. Whenever an agreed program is not executed in accordance with the plan of service, the Alabama State Library shall withhold a proportion of grant funds until reasonable compliance is achieved.

b. The application of state assistance shall be prepared and submitted in accordance with the guidelines and format prescribed by the state librarian after consultation with the system directors.

c. Grants shall be made to each system for annual operating expenses according to the following formula: Ninety percent of the total allocation shall be divided among the systems on a per capita basis according to the most recent federal census and 10 percent according to the proportion of square miles of system area to the total square miles of territory in the State.

d. Member libraries may contribute to the operating expense of the district library system and to specific programs undertaken thereby, as determined by the district board of trustees. Member libraries may contract with a district library system to receive services, to provide services in kind, to make payments in lieu of services in kind, and to share program costs with the district system and other member libraries, as agreed.

e. A district library system may not subsidize the individual operating costs of a member library from funds granted by the Alabama State Library for the operating expenses of the system.

Section 20. Records, financial accounting, and reports.

a. All records of the system and the board, including those of the board treasurer, shall be maintained at system headquarters.

b. Copies of board minutes shall be sent to each member library and to the Alabama State Library.

c. The fiscal year of a system shall be the same as that of the State of Alabama. Financial records and activities shall be maintained in accordance with accepted accounting practice. A record of all bills, payments, and receipts shall be presented to the board by the treasurer at regular meetings and at such other meetings as required by the board. Funds not required for expenditure during the following 30 days shall be invested according to an investment plan approved by the board of trustees.

d. Periodic financial reports shall be submitted by the treasurer, as required, to the Alabama State Library, and others as may be required by regulations, and the financial records of the system shall be open to inspection of member libraries and the Alabama State Library at all times during regular business hours.

e. An audit of system and board records shall be performed each year by a qualified independent certified public accountant or firm of certified public accountants licensed to practice public accounting in the State of Alabama. Copies of the auditor's reports shall be distributed to each participating library and to the Alabama State Library.

f. A copy of the surety bond of the treasurer, president, vice president, director, and any other employee shall be filed with the Alabama State Library.

g. System and board records shall not be d stroyed without the approval of the Alabama State Library.

Article VII. Intersystem Cooperation

Section 21. Organization and purpose of intersystem cooperation

a. Interlibrary cooperation shall be viewed as a statewide concern, with district library systems contributing to the improvement of library service to all residents without regard to place of residence. The district library system shall be viewed as responsible both for interlibrary cooperation within its boundaries and for its appropriate extension outside the district.

b. The Alabama State Library shall assume a major role in intersystem policy and operations, including the administration of elements of the program which may not be appropriately assigned elsewhere. Contracts for carrying out intersystem operations may be made with district systems, libraries, or other agencies as appropriate.

c. The purposes of intersystem cooperation shall include, but not be limited to, the following:

(1) to develop a long-range and annual state plan of intersystem cooperation;

(2) to assign specific responsibilities for carrying out aspects of the approved program;

(3) to provide for communication and delivery services across system boundaries

(4) to encourage and provide for the free flow of library materials between systems;

(5) to organize and carry out programs not financially feasible for a system to undertake individually;

(6) to develop statewide catalogs and bibliographic services.

Section 22. Applications for funding of intersystem operations

a. In accordance with the annual plan of service for intersystem operations, applications for program support of intersystem operations shall be of two kinds: (1) applications for new programs, and (2) applications for continued support of existing programs. An intersystem operation may be managed by one or more district system, by the Alabama State Library, or by some other library or agency, as agreed by the participating libraries or systems.

b. The authority responsible for administering an intersystem program shall prepare the long-range and annual plan of service and the application for state funds necessary to carry out the plan, using the guidelines and format prepared by the Alabama State Library for that purpose.

c. The state librarian shall present the plans and applications for intersystem operations to the executive board with analysis of the merits of each such program and shall recommend budgetary priorities and funding levels for state participation.

Article VIII. Developmental Programs in Interlibrary Cooperations

Section 23. Purpose and application for funds. Allocation of state funds may be made for experimental and developmental programs of a non-routine nature intended to develop better ways to provide interlibrary service or to meet some special service need. Program proposals shall be received from systems, intersystem groups, and program divisions of the Alabama State Library, together with appropriate plans of service. The development period for which state funds will be required will be specified in the plan.

Section 24. Review and approval. The state librarian shall review all proposals for developmental programs and make recommendations to the executive board regarding priorities and levels of funding.

XIV. SYSTEM REGULATIONS TO BE ISSUED BY THE STATE LIBRARIAN

The proposed legislation, continuing long-standing custom in this matter, and the rules proposed for adoption by the executive board of the state library, authorize the state librarian to promulgate the law and the rules of the executive board. The issuance of regulations is one manner in which administrative agencies commonly carry out this function. Such responsibility in the office of the state librarian is essential to the orderly implementation of enabling legislation for library systems. Commonly they are procedural in nature and carry out the intent of established major policies adopted in the law or rules of the executive board. Such regulations are proposed herein.

Issuance and Amendments to Regulations

It is common practice and common sense for governmental regulations to be issued only after those primarily affected thereby have an opportunity to review and comment thereon in preliminary form, and to appeal for their modification if they believe them to be disadvantageous. The proposed regulations provide for publication of regulations proposed for issuance by the state librarian and for opportunity of review and comment, and ultimate appeal to the executive board.

System Membership Requirements

Details of applications for system membership are set forth in regulations. It would be logical to prepare a form for this purpose, providing space for the information specified in the regulations.

Plan of Service

Comparability of system operations cannot be complete due to programs variations stemming from differing needs and responses thereto. Nevertheless, the best way for a district system to examine its own operations and to benefit from similar scrutiny of the activities of other systems is to plan and report activities in measurable units, at whatever level of detail that may require.

The regulations proposed hereafter contain a detailed listing of potential system activities. Even though the list is long, it would be reasonable to subdivide some of the subjects where necessary to improve program planning and evaluation. For example, K(3) lists "career development program" for the library profession. According to the specific activities undertaken this could be subdivided into formal and informal educational programs, workshops, training publications, and the like.

Since program funding, administration, reporting, and evaluation all relate to specific activities and the level of effort dedicated to each, preparation of a plan of service represents an opportunity to lay a sound foundation for successful operations. And it offers the best means, when accompanied by successive reports and evaluations, for each system to evaluate its own and other programs.

Good planning is an intellectual process which can produce highly beneficial results. It is a logical matter for including in regulations of the state librarian, along with related reporting requirements in both program and financial terms.

Financial Operations

State library regulations should lay down basic rules for financial management. Sections related to this subject are included in the following suggested regulations.

However, regulations of this type are not the best manner of presenting detailed accounting procedures. As is commonly done by state governments in similar organizational situations, a logical requirement for state participation is agreement among all parties to adopt common accounting practices. Examples of cases in which this has been done are multi-county health service areas and planning districts. This requires preparation of an accounting manual and related administrative procedures. The managerial benefits flowing from such agreed arrangements are substantial. Such a manual should be prepared for introduction on the first day of system operations, complete with forms and full instructions.

Content of Regulations

The following draft of regulations is not intended to be complete, for this administrative device is constantly subject to change. Many aspects will require collaboration and negotiation within the library community. However, the authority and certain essential aspects are set forth, thereby creating the administrative basis for such regulations. It will clearly be helpful to systems' headquarters and to all member libraries if they can expect to find all policy and procedure incorporated in a known series of up-to-date documentation. This also represents assurance for their own participation in their evolution.

REGULATIONS FOR DISTRICT LIBRARY SYSTEMS

Section 1. Authority of Regulations. These regulations are issued by the state librarian pursuant to Sections 41-8-2 and 41-8-5 of the Code of Alabama 1975 and the systems rules adopted thereunder by the executive board of the Alabama State Library, and shall be known as district library system rules.

Section 2. Amendment of Regulations. Amendments to these regulations shall be adopted following previous publication of the proposed changes and following opportunity for comment by interested parties. The implementation of any regulation issued or proposed for issuance may be suspended by the state librarian whenever formal appeal is filed with the state librarian by a district library system under resolution of its board of trustees. If modifications are then agreed upon, they shall again be published. If agreement is not reached, the proposed amendment shall be submitted for the consideration of the executive board, whose decision shall be final.

Section 3. Library Membership Requirements. Each library desiring to become a member of a district library system shall submit a request to the district library system, with a copy to the state library, together with the following information:

- A resolution of the board or, whenever more appropriate, a letter from an official of the sponsoring institution, authorizing the library to become a member of the library system and to abide by the rules and regulations pertaining thereto.
- Supervisory authority of library.
- By-laws of library governing board, where applicable.
- Policies of service and operation.
- General library objectives.
- Who may use the library.
- Services of the library
- Description of library materials.
- Selection policies.
- Hours library is open to the public and to other libraries.
- Availability of materials to the public by access on the premises and through reciprocal borrowing (and exempted materials).

- Availability of materials by interlibrary loan (and exempted materials).
- Description of physical facilities and a floor plan.
- Number of personnel, professional preparation, and hours per week employed.
- Past year's financial statement of library operational costs and current budget.

Section 4. Maintenance and Discontinuance of Membership. Continued membership shall require observance of the laws, rules and regulations pertaining to district library systems. The district board of trustees shall be responsible that each member's qualifications for membership remain current, and shall give six months' notice of termination of membership to delinquent members. In case of disagreement over membership status, the district system or the library may appeal to the executive board of the state library for a final decision. Any library member desiring to discontinue membership may do so by resolution or letter of the authority which originally requested membership, by giving notice six months or more prior to the desired effective date of termination. The withdrawing members shall return all property of the system.

Section 5. Annual Statistical Reports. Each library shall submit annually a report of operations designed to provide individual, library-type system and state data for enabling comprehensive planning and evaluation of library services.

Section 6. Plan of Service of District Library System. Each district library system shall prepare a five-year plan of service with annual increments, the first of which shall be known as the annual plan of service. Each plan shall list the objectives in terms of performance and measures thereof, the year to which each objective applies, and if a continuing objective, the amount of progress or service to be performed. The objectives of the annual plan of service shall be in detail and related in each case to budgetary requirements. Included in the plan of service shall be sections relating to the following broad areas of library service, and shall be subdivided as needed to present full information on the proposed programs:

a. Interlibrary loan service

   (1) Location means (and promptness)
   (2) Status reports on request
   (3) Consultant service on interlibrary loans
   (4) Revision of policies and procedures
   (5) Union lists and catalogs
   (6) Computer-based aids and communication

- (7) Delivery systems
- (8) Compensation for imbalances of service
- (9) Improvement of response time
- (10) Interlibrary loan volumes and discrepancies
- (11) Public awareness programs

b. Information service

- (1) Organization of reference services
- (2) Information and referral services jointly organized with other agencies
- (3) Analysis of reference requests by source, nature, and trends
- (4) Consultant services on in-library information services
- (5) Review of public knowledge and satisfaction regarding service

c. Reciprocal borrowing

- (1) Volumes of reciprocal borrowing
- (2) Compensation for imbalances
- (3) Problems encountered

d. Delivery service

- (1) Frequency of days of service, and routing
- (2) Volumes by type of material and libraries
- (3) Needs unfilled

e. Computerized circulation systems

- (1) Current libraries and volume
- (2) Potential for expansion
- (3) Problems encountered
- (4) Use in interlibrary loan

f. Audio-visual-tactile services for blind and physically handicapped

- (1) Number of blind and physically handicapped receiving services
- (2) Public information program and estimate of patronage potential
- (3) Volume of services by type
- (4) Analysis of user needs
- (5) Catalog effectiveness and patron awareness
- (6) System-state library cooperation

g. Film and other audio-visual services
  (1) Collection development and needs
  (2) Analysis of use
  (3) Administration, delivery, and maintenance
  (4) Analysis of equipment and physical facilities of member libraries for audio-visual programs
  (5) Utilization of television in instruction, information and networks

h. Collection development
  (1) Collection analysis
  (2) User needs
  (3) Acquisition planning
  (4) Consultative service in collection development
  (5) Definitions of role of members
  (6) Coordinated ordering procedures
  (7) Professional library collection
  (8) Relating collection development and computer-based circulation systems
  (9) Discard policies and last-copy custody

i. Public awareness of library services
  (1) Programs of posters, brochures, news releases, radio, and television
  (2) Specific programs directed toward official groups
  (3) Service areas covered in awareness programs
  (4) Direction signing and marking of libraries

j. System directory coverage
  (1) Members and affiliate members
  (2) Hours of operation
  (3) Borrowing information
  (4) Key personnel
  (5) Members of assembly and board of trustees

k. State of the library profession
  (1) Personnel levels by formal preparation
  (2) Number of personnel
  (3) Career development programs
  (4) Salary analysis

l. Building space and equipment
    (1) Space needs and plans of member libraries
    (2) Information dissemination on space deficiencies
    (3) Equipment needs
    (4) Equipment exchange plan
m. System administration program
    (1) Relation of staffing and program needs
    (2) Financial arrangements with members, program by program
    (3) Cost analyses of each program
    (4) Budgetary needs compared with previous expenditures
    (5) Major policy questions to be addressed
    (6) Space and equipment requirements
    (7) Activities of the board of trustees
n. Consultant services to members
    (1) Consultants and specializations needed
    (2) Consulting workload by programs
    (3) Newsletter and other systemwide information programs
    (4) Guidelines and procedural manuals needed
    (5) Building consultation

Section 7. Annual District Library System Reports. Each district library system shall prepare an annual report of its activities in a uniform format to permit comparison with other systems and to enable the state library to prepare a combined report for all systems. In general, the annual report will follow the topics addressed in the annual plan of service, in addition to details of financial administration, the activities of the assembly and board of trustees, and problems needing attention.

Section 8. Annual Budget Format. The annual budget shall be prepared on a format approved by the state librarian designed to provide a comparable basis for financial administration and reporting of district library systems.

Section 9. Cash Operating Fund. Each district library system is authorized to create a cash operating fund to cover contingencies and expenses when revenue receipts are delayed. This shall not exceed an amount in excess of the previous year's operating expenditures.

Section 10. Capital Outlay Fund. Each district library system, with approval of the state librarian, may create a capital outlay fund for specified purposes and carry over from one fiscal year to the next amounts as necessary to accumulate the total required.

Section 11. Limitations on Expenditures. The following costs may not be paid by a district library system from state or federal funds allocated by the state library:

a. Legal expenses for the prosecution of claims against the State of Alabama.

b. Fines and penalties resulting from violations of or failure to comply with the law.

c. Travel expenses in excess of those allowed at the current rate of reimbursement of state employees.

Section 12. Payroll Expenses. Payrolls of a district library system shall be supported by time and attendance records for individual employees.

Section 13. Inventory of Property. Each district library system shall maintain and submit annually to the state library an inventory of all real and non-expendable personal property purchased and valued at more than one hundred dollars ($100), and the system director, or other employee entrusted with the property in writing, shall exercise reasonable care for its safekeeping and be pecuniarily liable for a loss sustained. In the event a district library system is dissolved, all such property shall be returned to the state library.

Section 14. Financial and Other Records and Annual Audit. Financial accounting shall be uniform among the systems according to accounting procedures prescribed by the state library. An annual audit shall be submitted to the state library as required by the rules of the executive board. The financial records and minutes of the board of trustees shall be kept in the system headquarters at all times, and shall be available during business hours to a representative of the state designated by the state librarian. The board of trustees shall prohibit the destruction of system records without prior consent of the state library.

Section 15. Employee Retirement Plan. The board of trustees, in accordance with Section 36-27-6 of the Code of Alabama 1975 shall, by resolution legally adopted to conform to rules prescribed by the board of control, elect to have its officers and employees become eligible to participate in the employee's retirement system of Alabama.

XV. BY-LAWS TO BE ADOPTED BY THE BOARD OF TRUSTEES OF A DISTRICT LIBRARY SYSTEM

Relationships among the parties agreeing to form and operate a cooperative library system are most fundamentally expressed in the by-laws of the organization.

District System Assembly

The proposed by-laws provide a broadly based district assembly. This is a relatively new concept in library operations and offers immense opportunities for informing the public through prominent leaders participating in such assembly as representatives of library sponsoring agencies. While the most essential procedural function of the assembly is to elect a system board of trustees from among its members, it would clearly be counterproductive to call together in an annual meeting a group of prominent citizens for this purpose alone.

This is the only formal group representing all libraries. They represent the policy-making level of the sponsoring organizations. Since only a limited number of their group may be elected trustees, the assembly meeting is their major opportunity for substantive contribution to system policies. They will need to be given concise accounts of system progress and, even more importantly, be provided frank accounts of system problems and inspiring presentations of system hopes. This may not be accomplished without some prior written communication, the creation of preparatory committees, and the introduction of specific questions to obtain their opinion.

The opinions of the assembly, expressed in some instances by resolution, and in others by choice of persons to serve as trustees, will need to be considered by the board of trustees, the system director, and member libraries in the policy decisions and daily conduct of system affairs.

In short, the district assembly may be a very valuable force on behalf of libraries, but only if encouraged and enabled to deal with important policy questions. This will not only strengthen their role in assembly meetings but will influence the attitude of their organization toward the value of interlibrary cooperation at every critical point in the following year. If favorably inclined, important repercussions for library support would result.

Board of Trustees

The board of trustees, as the governing board of a system, is the key policy-making authority. It must serve as mediator in case of critical differences of opinions among system members. It must judge the effectiveness of the director and provide necessary guidance.

The effect of membership on a district library system is remarkable in the development of knowledgeable lay persons, greatly extending the support of libraries in the society, and improving the support of the individual library of the organization from which a trustee comes. Trustees and assembly members together, acquiring new depths of knowledge and interest in libraries, can bring public support of libraries far beyond anything ever before experienced in this field.

It is proposed that trustees may serve any number of terms, provided that one year elapse between terms. The purpose for this is, over time, to enable as many libraries as possible to have a representative on the board. Another way would be to increase the number of trustees, but the importance of an effective board at any given moment is more important. Nine members are considered to be the maximum for good results, and results may not logically be sacrificed for less important purposes.

Four meetings a year will be found essential, and as activities increase, this frequency will not suffice.

System Headquarters

In a multi-type library system the headquarters must not relate to any one library or to any one type of library more than another. For this reason a location for the headquarters physically apart from any library is deemed wise. Clearly a relatively central location in the district would have advantages, although demographic characteristics might counsel some variation in this. Also, location on important highways is helpful in looking forward to meetings and courier services.

System Advisory Committee and Other Committees

The librarians are, of course, the policy formulators for system affairs, and in their deliberations must assemble facts and prepare recommended positions for the consideration of the board. Such professional activity is generated mostly by the director, whose responsibility will be to involve the librarians in continual program development. The major organizational element for this would be the Advisory Committee as proposed in the by-laws.

Additionally a series of special committees and task forces are normal in system operations, with membership tailored to the respective interests of member libraries and to the expertise of the personnel.

Records, Financial Accounting, and Reports

One of the strengths of organizing a state into several geographically based library systems is the opportunity to compare programs. Each system learns from the others. Indeed, a certain spirit of competition for attainment motivates the systems in a constructive manner. The reports and financial records must lend themselves to this end. Uniformity of procedures is of great advantage to the respective systems and to the evaluation of statewide performance.

Proposed By-Laws

Following are proposed by-laws for district library systems.

BY-LAWS OF THE DISTRICT LIBRARY SYSTEM

1979

Section 1. Name and Purpose of Organization

The name of the organization shall be the District Library System of the State of Alabama. The purpose of the system is to promote, encourage, and effectuate the improvement of library service to the people through all member libraries agreeing to cooperate within the system and to serve the public in accordance with the requirements of the system and the rules and regulations of the Alabama State Library.

Section 2. Membership

Membership in the system shall be open to any library in the geographical area of the system district which by appropriate action of its governing authority has elected to join the system and which otherwise meets the membership requirements established by rules of the executive board of the Alabama State Library and regulations promulgated pursuant thereto by the state librarian. Said governing authority of a library shall be deemed the library board for public libraries, the school board for school libraries, and the board, president or other agreed administrative body or official for academic and special libraries.

Section 3. District System Assembly

a. A district system assembly shall be created, composed of one member of each participating school board, one member of each public library board, one member from the board or executive staff of each participating university or college, and one member of the administrative body or staff of each organization operating a special library, and who shall be appointed by the governing authorities as set forth in Section 2.

b. No member of the assembly while serving thereon shall be employed in either paid or volunteer status in a library.

c. Terms of service shall be two years, beginning the first of October, except that the members of the assembly first appointed for organizing the system shall serve two years and any additional period remaining until the following first of October. No person shall serve more than two terms consecutively. Vacancies shall be filled in the same manner as original appointments.

d. The assembly shall elect from among its members a president, vice president, secretary, and such other officers as it deems necessary. Assistant officers, not members of the assembly, may be elected from the system staff.

e. The president may appoint committees to assist the assembly in carrying out its duties.

Section 4. Duties of the Assembly

The duties of the assembly shall include, but not be limited to, the following:

a. To meet at least annually and at other times on call of the president or through the secretary by petition of five or more members.

b. To encourage improvements in library service to the people.

c. To elect a district system board of trustees to be the governing authority of the system.

d. To receive reports from the board of trustees and the system director, review the policies and programs of the system, and make recommendations on any matter related to the system.

e. To inform the public and library funding authorities of the actions of the assembly and the needs of libraries and through its individual members interpret the policies and programs of the system to the organization represented.

Section 5. Election of the System Board of Trustees

a. The board shall consist of nine trustees, elected at the annual meeting of the district assembly, with at least two trustees each from academic, school, and public library agencies, and one from special library agencies, with not more than three from any one type of library. Trustees shall serve three-year staggered terms. One or more additional terms may be served by the same person provided at least one year elapses between the terms. Whenever any trustee becomes disqualified for membership in the district assembly, a vacancy shall be declared on the board of trustees. In case of a vacancy on the board, the remaining trustees shall fill it by appointment from among members of the district assembly until the next annual election of trustees, at which time the incumbent remains eligible for election for the remainder of the term, if any. Any trustee appointed or elected to fill a vacancy for a period of less than one year shall be eligible at the next annual meeting of the assembly for election to a full term.

b. At the initial election of trustees, three members, one each representing academic, public, and school libraries, shall be elected for terms of three years; three members, one each representing academic, public, and special libraries, shall be elected for terms of two years; and three members, one representing a school library and two others without regard to type of library, except that each shall represent a different type, shall be elected for a term of one year. Members elected at the organizational meeting for terms of less than three years shall be eligible for reelection to a second term without regard to the one-year period of nonservice between terms. The term of office of the first nine members shall also include any additional period to the following first of October.

Section 6. Objectives of the Board of Trustees

The objectives of the board shall include, but not be limited to, the following:

a. The development and maintenance of a system headquarters organizationally and physically separate from any library, to serve as the center for library cooperation in the district, and to cooperate with other district systems and the State of Alabama in a statewide system of libraries.

b. To appoint as director of the system a person with a master's degree in library science from an accredited library school and at least three years of responsible administrative experience in a library.

c. To establish the policies governing the system and directing its programs, to adopt a long-range and annual plan of service, to approve the budget and oversee its implementation.

d. To consider the relative merits of conflicting views on the program and operating procedures of the system and require that they be modified whenever greater equity may be achieved among members in the interest of library patrons.

e. To evaluate continually the performance of the system in improving service through interlibrary cooperation, compare its operations and achievements with those of other systems, and make changes designed to correct and improve operations.

f. To participate in establishing minimum standards and goals for library service by its members and in particular those supported with state and local funds, and to incorporate such standards and goals in the program of the system as an aid to the members seeking such improvement.

g. To require participation in a program of reciprocal borrowing by the public and of interlibrary loans as a requisite to library membership in the system.

h. To encourage access by the public to the holdings of all member libraries through the best bibliographic and technical means available and in the shortest possible time.

i. To increase the percentage of the public using the libraries and the intensity and quality of such patronage.

j. To inculcate a spirit and custom of cooperation among libraries, while preserving the customary autonomy and discretion of all member libraries.

k. To inform governmental funding bodies of the achievements and shortcomings of library service in the district and their relationship to funding patterns, urging realistic financial support in instances of insufficiency.

l. To observe the rules and regulations and to apply for financial assistance from the State in accordance with requirements established by the Alabama State Library under state law.

Section 7. Officers of the Board

The officers of the board of trustees, elected annually by its members, shall be a president, vice president, secretary, treasurer, and such officers as the board deems necessary. Assistant officers, not members of the board, may be appointed from system staff. The term of office of all elected officers shall be one year, commencing the first day in October, except that at the initial election of officers the officers shall serve one calendar year and any additional period remaining until the first of October. Vacancies shall be filled by election in the same manner for the remaining period of the term.

a. The president shall preside at meetings of the board of trustees and of the system.

b. The vice president shall preside at meetings and shall perform the other duties of the president in case of the absence or disability of the president.

c. The secretary shall have responsibility for the records of the board and of the system and shall keep the minutes and give notice of all meetings of the board and of the system.

d. The treasurer shall have charge of the funds of the system to the extent permitted by law. All bills of the system shall be validated by the director or some other person designated by the board. Payment shall be made by draft or check signed by such treasurer and such other officer of the board or the system director as the board may authorize. In the event of the absence or incapacity of the treasurer, the president or vice president shall sign the checks. Checks of less than $50 (fifty dollars) may be signed by the director only, provided that no more than one check for a single invoice shall be issued in this manner. Accurate books of accounts shall be kept by the treasurer, or under his direction, showing receipts and disbursements. The treasurer shall make monthly reports to the board and such other reports as may be required from time to time. The treasurer, the president, the vice president, and the director shall be bonded in such amount as may be required by the board.

e. In addition to the foregoing duties, each officer shall have such power and perform such duties as are incumbent upon similar officers in corporate organizations and such additional powers or duties as may be conferred upon them by the board.

Section 8. Procedures of the Board

a. The board shall adopt a schedule of regular meetings, which shall be no fewer than four times a year. Three days' written notice of the time and place of the meeting shall be given to each trustee.

b. The president or any two trustees may call a special meeting following four days' written notice. In case of emergency, the president may call a meeting with a four-hour oral notice, provided that at such a meeting a favorable vote of four or more trustees shall be required to constitute an act of the board of trustees.

c. Absence from three consecutive meetings, regular or called, disqualifies a trustee and further votes may not be recorded for said trustee.

d. A quorum shall consist of a majority of the members of the board and, unless otherwise required by law or these by-laws, the act of a majority of trustees at a meeting where a quorum is present shall constitute the act of the board. In the absence of a quorum those present may adjourn to a place, day and time they shall fix, notice of which shall be communicated to all trustees.

e. Unless otherwise provided, meetings of the board shall be conducted in accordance with Robert's Rules of Order, Revised. The order of business shall be as follows unless changed or suspended at any meeting by consent of two-thirds of the members present:

(1) Minutes of the previous meeting

(2) Communications

(3) Review of income, expenditures, and financial position

(4) Reports of officers and committees

(5) Report of the director

(6) Nominations and elections

(7) Unfinished business

(8) New business

(9) Adjournment

Section 9. Administration of the System

a. The director of the system shall be responsible for the management of the system and shall be considered its chief administrative officer.

b. The director shall organize and staff the headquarters of the system, and plan and execute the program of cooperative library services subject to the approval of the board of trustees.

c. A monthly and annual report, and such other reports as the board or director deems necessary, shall be submitted to the board of trustees, setting forth the progress and condition of system programs and making recommendations for future action.

d. A table of organization, personnel procedures, and a position classification and pay plan shall be developed and maintained on a current basis, as approved by the board.

Section 10. System Advisory Committee and Other Committees

a. The director shall appoint an advisory committee from among librarians of the member libraries in such number as he finds necessary to provide adequate representation of the differences among the member libraries in terms of type or function, size, location, and state of development. Patrons shall be represented on the advisory committee, including at least one from each of the following categories: high school student, junior college student, senior college or graduate student, and an adult not involved in formal education. Meetings of the advisory committee shall be on call of the director.

b. The purpose of the advisory committee shall be:

  (1) To promote system development.

  (2) To consider recommendations of the director, which may affect member libraries, prior to system board action.

  (3) To consider and assist in drafting procedures which may affect member libraries.

  (4) To initiate suggestions to the director.

  (5) To be an added means of communication between the system administration and the membership.

  (6) To present the viewpoint of library patrons.

c. The advisory committee shall meet at least once each year to review the policies and programs of the system, and at such other times as the director shall decide.

d. In furthering the cooperative nature of the system, the director may appoint other committees for studying specific programs, procedures, and proposals.

Section 11. Records, Financial Accounting, and Reports

All records of the system and the board, including those of the board treasurer, shall be maintained at system headquarters.

Copies of board minutes shall be sent to each trustee, assembly member, advisory committee member, member library, and the Alabama State Library.

Financial records and activities shall be maintained in accordance with accepted accounting practice. A record of all bills, payments, and receipts shall be presented to the board by the treasurer at regular meetings and at such other meetings as required by the board.

Periodic financial reports shall be submitted by the treasurer, as required, to the Alabama State Library, and the financial records of the system shall be open to inspection of the Alabama State Library at all times during regular business hours.

An audit of system and board records shall be performed each year by a qualified independent certified public accountant or firm of certified public accountants licensed to practice public accounting in Alabama. Copies of the auditor's reports shall be distributed to each participating library and to the Alabama State Library.

A copy of the surety bond of the treasurer, president, vice president, director, and other employees so covered shall be filed with the Alabama State Library.

System and board records shall not be destroyed without the approval of the Alabama State Library.

Section 12. Amendment of By-Laws

These by-laws may be amended by a two-thirds vote of the trustees present at any meeting.

Appendix A

ALABAMA PUBLIC LIBRARY SERVICE

CHAPTER 8.

ALABAMA PUBLIC LIBRARY SERVICE.

ARTICLE 1.

GENERAL PROVISIONS.

Cross reference. — As to free public libraries generally, see § 11-90-1 et seq.

§ 41-8-1. Creation; chief objective.

In order to aid in the development of higher ideals of citizenship and the enlargement of opportunity for culture and recreation and in order to afford an additional means for the further upbuilding of the educational facilities of the state, there shall be a public library service, which shall be known as the Alabama public library service and shall have as its chief objective the development of a cooperative system of providing books and library service for the various municipalities and counties of the state. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, § 278; Acts 1959, No. 600, p. 1488.)

§ 41-8-2. Executive board generally.

The executive board of the Alabama public library service shall consist of five members appointed by the governor. Such members shall be qualified electors of the state and shall have resided in the state for five years next preceding their appointment. Appointments shall be for five years, and all vacancies, including expired and unexpired terms, shall be filled by the governor by appointment. Members of the executive board shall be allowed $10.00 per day, not to exceed 20 days per year, plus travel expenses pursuant to article 2 of chapter 7 of Title 36 of this Code. It shall be the duty and power of the executive board to conduct the affairs of the public library service, to administer the funds received from the treasury that are allocated to the public library service and to be responsible for the program and for such other activities as would naturally be administered by such an executive board. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, § 279; Acts 1959, No. 600, p. 1488.)

§ 41-8-3. Election of officers of executive board; director of public library service and assistants.

The members of the executive board shall elect from its membership a chairman and vice-chairman.

The board shall appoint a director. The director shall be a graduate of an accredited library school who shall have had a minimum of three years of library experience in an administrative capacity or shall be a college graduate with a master's degree with a major in library science who shall have had a minimum of five years of library experience in an administrative capacity. The director shall not be a member of the executive board and shall serve at the pleasure of the board. All other members of the staff of the service shall be appointed by the executive board on the nomination of the director and shall be subject to the provisions of the state merit system law. The director shall keep a record of the proceedings of the board, shall keep accurate accounts of all financial transactions of the service, shall have charge of its work in organizing new libraries and improving those already established and in general perform such duties as may from time to time be assigned by the executive board. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, § 281; Acts 1959, No. 600, p. 1488.)

§ 41-8-4. Annual report of executive board to governor.

The executive board shall make an annual report to the governor. The report shall show public library conditions and progress in Alabama and a statement of the expenses and activities of the public library service. These annual reports shall be printed as other annual reports of the state departments and shall be distributed by the board or the director thereof. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, § 282; Acts 1959, No. 600, p. 1488.)

§ 41-8-5. Powers and duties of public library service generally.

The Alabama public library service shall give advice to all free public, regional, municipal and county libraries and to all communities in the state which may propose to establish public libraries, in the manner provided in this article, as to the best means of establishing and administering such public library service, selecting and cataloging books and other details of library management and may send any of its staff to aid in organizing such libraries or to assist in the improvement of those already established. The service may advise as to the proper qualifications of librarians of free public, regional, municipal and county libraries and shall perform such other services consistent with and in furtherance of the purpose of this article as shall from time to time appear feasible. Moreover, the service shall advise as to arrangements as provided in section 11-90-4, by which local governmental agencies may combine in the establishment of joint units of library service. The service may receive and shall administer all funds, books or other property from whatever source, under such conditions as may be deemed necessary in order to carry out the purpose of this article; and, by the use of such means and methods as circumstances warrant, the service may acquire and operate traveling libraries and circulate or loan such books and libraries among communities, libraries, library associations, social and civic clubs and organizations and other public agencies and institutions under such conditions and rules as the board deems necessary in order to protect the interests of the state and to increase the efficiency and promote the extension of public library service throughout the state. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, § 280; Acts 1959, No. 600, p. 1488.)

§ 41-8-6. Scholarships and grants in field of library service.

The executive board of the Alabama public library service may, upon such terms and conditions as it may fix, award scholarships or grants in the field of library science on the graduate or undergraduate level to persons of high integrity whom it may select to the extent that funds are available therefor from funds not otherwise obligated which are available to the Alabama public library service in accordance with the state plan provided for by United States Public Law 597, approved June 19, 1965, the "Library Services Act," as now exists or is hereafter amended or replaced. (Acts 1961, No. 812, p. 1188, § 1.)

§ 41-8-7. Service to obtain reports from public libraries.

(a) The Alabama public library service shall each year obtain from all free public libraries in the state of Alabama reports showing the conditions, growth, development and conduct of said libraries. This provision shall not apply to the libraries of the supreme court of Alabama, the department of archives and history or school libraries aided and supervised by the department of education and the libraries of institutions of higher learning.

(b) All libraries, other than private libraries, in this state, including all free public or subscription libraries or libraries maintained by institutions, societies, colleges, institutes or schools shall make both regular and special reports to the Alabama public library service as may be called for and in accordance with such regulations as may be prescribed by the service. (Acts 1915, No. 693, p. 745; Code 1923, § 1400; Acts 1939, No. 171, p. 297; Code 1940, T. 55, §§ 257, 283; Acts 1959, No. 600, p. 1488.)

§ 41-8-8. Applicability and effect of article.

This article shall in no way affect the administration and supervision of public school libraries which have been or may hereafter be established by aid through the department of education, except by agreement, nor shall this article affect in any way the administration and supervision of public school libraries under the control of any city or county board of education, except by agreement; nor shall it, except by agreement, affect or apply to libraries of institutions of higher learning nor to free public libraries in counties where a city having a population of not less than 65,000 already maintains a free public library. (Acts 1939, No. 171, p. 297; Code 1940, T. 55, § 284.)

Appendix B

COUNTY SCHOOL LIBRARIES

CHAPTER 21.

LIBRARIES.

Sec.
16-21-1. County may appropriate funds for school libraries.
16-21-2. Library books and equipment.
16-21-3. Circulating libraries.

Cross reference. — As to free public libraries generally, see § 11-90-1 et seq.

Collateral references. — 78 C.J.S., Schools & School Districts, § 16.

§ 16-21-1. County may appropriate funds for school libraries.

The county commission or board of education in any county is hereby authorized to appropriate funds to any public school under the control of the county board of education and to any county high school for the purpose of establishing, maintaining, enlarging or improving public libraries in such schools. (School Code 1927, § 391; Code 1940, T. 52, § 376.)

§ 16-21-2. Library books and equipment.

The state superintendent of education, with the advice of the director of the department of archives and history, shall compile and publish a carefully selected and annotated list of books from which the libraries herein provided shall be chosen, and he shall also adopt and publish rules and regulations for the choice of books, their use, preservation and circulation, the erection of bookshelves or bookcases, the equipment of library rooms or buildings and the training of librarians or custodians for the libraries. The selection shall be as nearly as possible representative of the whole field of literature, and maximum prices for purchase shall be indicated. (School Code 1927, § 394; Code 1940, T. 52, § 377.)

§ 16-21-3. Circulating libraries.

Any county board of education may in lieu of granting separate libraries for each school establish a system of circulating libraries, said libraries to be purchased under the same conditions and in keeping with the plan set out in the previous sections of this chapter by the county superintendent of education. Such circulating libraries shall be available for use in the public schools of the county under rules and regulations prescribed by the county board of education with the approval of the state board of education. (School Code 1927, § 397; Code 1940, T. 52, § 380.)

Appendix C

CITY SCHOOL LIBRARIES

CHAPTER 11.

CITY BOARDS OF EDUCATION.

Sec.
16-11-1. "City" defined.
16-11-2. Composition; qualification and compensation of members.
16-11-3. Election; terms of office; vacancies.
16-11-4. Office of board.
16-11-5. Meetings; officers; rules of procedure; majority vote.
16-11-6. Designation and duties of treasurer.
16-11-7. Bonds of city superintendent and treasurer.
16-11-8. Indebtedness where county unit system adopted.
16-11-9. Powers generally.
16-11-10. Quadrennial census for city.
16-11-11. School property vested in board.
16-11-12. Acquisition, maintenance, etc., of property — Generally.
16-11-13. Same — Condemnation.
16-11-14. School buses — Purchase.
16-11-15. Same — Operation; school board members not personally liable.
16-11-16. Kindergartens and playgrounds; eligibility for admission to public schools.
16-11-17. Establishment of salaries; dismissal of employees.
16-11-18. Educational policy for city.
16-11-19. Bond issues.
16-11-20. Grading and standardization of city schools; courses of study.
16-11-21. Forms for reports.
16-11-22. Reports of city board to state board of education; audit of accounts.
16-11-23. Libraries and special schools established and maintained.
16-11-24. Annual report published.
16-11-25. Allocation of revenue from licenses and taxes.
16-11-26. Incidental fees in city elementary schools.
16-11-27. Boards of education of certain cities may insure school buildings, property, etc., in fund.

Cross reference. — As to duty of attorney general to give legal opinions to city boards of education, see § 36-15-18.

Collateral references. — 78 C.J.S., Schools & School Districts, §§ 102-139.

§ 16-11-23. Libraries and special schools established and maintained.

The city board of education shall have the right to establish and maintain, or aid in establishing and maintaining, public libraries, either separately or in connection with the public schools, and also special schools for backward, defective, truant or incorrigible children, day or night schools for adult illiterates and for the Americanization of foreigners and part-time continuation classes. (School Code 1927, § 215; Code 1940, T. 52, § 173.)

Appendix D

CITY AND COUNTY PUBLIC LIBRARIES

CHAPTER 90.

FREE PUBLIC LIBRARIES.

Sec.

11-90-1. Powers of counties and municipalities as to establishment and maintenance of free public libraries generally.
11-90-2. Library boards — Composition; appointment and terms of members; vacancies in office.
11-90-3. Same — Powers and duties.
11-90-4. Establishment and maintenance of joint library service.

Cross references. — As to authority of county commissions, county boards of education and state superintendent of education regarding public libraries, see § 16-21-1 et seq. As to Alabama public library service, see § 41-8-1 et seq.

§ 11-90-1. Powers of counties and municipalities as to establishment and maintenance of free public libraries generally.

The county commissions of the counties of this state and municipalities, through their governing bodies, may establish and maintain or aid in establishing and maintaining free public libraries for the use of the citizens of the respective counties or municipalities, either separately or in connection with public schools, and to that end may accept gifts, donations and bequests of land, buildings or money therefor and may make appropriations from the county or municipal treasury in support thereof in such sums as they may deem proper. (Acts 1920, Ex. Sess., No. 93, p. 146; Code 1923, § 1545; Acts 1939, No. 198, p. 350; Code 1940, T. 55, § 285.)

§ 11-90-2. Library boards — Composition; appointment and terms of members; vacancies in office.

The government and supervision of such libraries shall be vested in a library board consisting of five members who shall be appointed by the county commission or the governing body of the municipality. The terms of membership on the library board, as first appointed, for one member shall be for one year, for the second member shall be for two years, for the third member shall be for three years, and for the remaining two members the terms shall be for four years. After the first term, all appointments shall be for four years. The county commission or governing body shall fill all vacancies including expired and unexpired terms. Members of the library board shall serve without compensation. (Acts 1919, No. 763, p. 1124; Code 1923, § 1546; Acts 1939, No. 199, p. 351; Code 1940, T. 55, § 286.)

§ 11-90-3. Same — Powers and duties.

(a) The library board shall have full power and authority to:

(1) Control the expenditure of all funds received or appropriated for such libraries;

(2) Erect or rent buildings to cost not in excess of the funds available to it;

(3) Purchase books and equipment;

(4) Provide a system of library service to be made easily available to all citizens of the county or municipality through central library, branches, stations, book truck service or other appropriate means;

(5) Elect a librarian and other employees; and

(6) Manage and control the said library in order to carry out the full intent and purpose of this chapter.

(b) A careful and complete record and set of books shall be kept by the library board, showing the proceedings of their several meetings and the receipts and disbursements in detail of all funds.

(c) In counties where a city having a population of not less than 65,000 already maintains a free public library, a separate county library board need not be appointed, and the county libraries and the appropriations authorized shall be administered by the governing board of such free public library on such terms as may be agreed upon between the county commission and the said governing board. (Acts 1919, No. 763, p. 1124; Code 1923, § 1547; Acts 1939, No. 200, p. 351; Code 1940, T. 55, § 287.)

§ 11-90-4. Establishment and maintenance of joint library service.

In lieu of establishing or maintaining free public libraries exclusively for a single county or municipality in the manner provided in this chapter, the library board of any county or municipality free public library may contract, in behalf of the political unit represented by such local library board, to and with the library board of another political unit or governmental agency or instrumentality with respect to the establishment or maintenance of joint library service upon such terms as may be agreed upon by the several contracting parties. Where there is no existing public library, the power thus to contract shall vest in the county commission of the county or the governing body of the municipality. Included in the power conferred is the determination of the basis and personnel of representation of the local political units on the joint library board administering the joint library service established under this section. Such board, when appointed, shall have the powers and duties granted by this chapter to county or municipal library boards. County and municipal library boards or joint library boards shall have the power to cooperate with all state and federal agencies and institutions in furtherance of the purpose of this chapter, and all municipal, county and joint library boards shall from time to time submit such records and reports as may be required by the public library service; provided, that nothing in this section shall be so construed as to infringe upon any municipal charter provisions governing the administration of existing free public libraries. (Acts 1919, No. 763, p. 1124; Code 1923, § 1548; Acts 1939, No. 201, p. 352; Code 1940, T. 55, § 288.)

Appendix E

LETTER OF SEPTEMBER 12, 1977, of CHARLES H. WYATT ASSISTANT CITY ATTORNEY, BIRMINGHAM, AND TITLE 62, SECTION 629, CODE OF ALABAMA 1923 RE LIBRARY BOARD

CITY OF BIRMINGHAM

DEPARTMENT OF LAW
600 City Hall
Birmingham, Alabama 35203

ATTS E. DAVIS
CITY ATTORNEY

ASSISTANT CITY ATTORNEYS

JAMES G. ADAMS, III
WM. C. WALKER
HERBERT JENKINS, JR.
WM. O. MACMAHON, III
CHARLES H. WYATT, JR.
L. H. WARREN
ROWENA CROCKER
PATRICK E. DUNAGAN
CATHERINE S. ROBERTS
CHARLES T. BRADSHAW
EMILY T. ANDERSON
W. ALOYSIUS GOLDEN
BARROWN D. LANKSTER

September 12, 1977

Mr. George R. Stewart, Director
Birmingham Public Library
2020 - 7th Avenue, North
Birmingham, Alabama 35203

Re: Library Board

Dear Mr. Stewart:

In reply to your inquiry concerning the number of members a library board may consist of, please be advised as follows.

The State Code of 1923 was carried forward in the 1940 Code of Alabama, Title 62, Section 629 concerning the Birmingham Public Library. This section reads:

> "The governing body of the City shall have authority to provide a library board and a park and recreation commission, and to confer upon said board and commission such powers relative to libraries and parks, playgrounds and recreation respectively as such governing body may deem advisable."

The above section provides the City may do what it thinks is expedient. The governing body could have fifty or more directors if it sees fit. There is no limitation placed upon the City of Birmingham by the above section.

Historically the City has had a library board of from five to nine persons. The Birmingham City Code of 1930, section 5357; the 1940 City Code, section 737; and the 1964 City Code, section 30-2 all have remained the same for the past 47 years at least. I did not go further back than that period of time. I feel certain that if we have been in violation for this 47 years someone would have raised the issue before now.

Yours sincerely,

Charles H. Wyatt

Charles H. Wyatt, Jr.
Assistant City Attorney

CHW,JR/rg

E-2

CHAPTER 1.

IN GENERAL.

Sec.
1. Scope of title.

§ 1. Scope of title.—This title is composed of laws applying to less than the whole state. They relate to particular subdivisions and classifications of subdivisions of the state as may be designated in the several chapters and articles contained in this title. Their application is limited solely to that particular subdivision or classification so described or designated in the chapter or article in which they are contained, and have no application outside of such particular subdivision or classification.

All local laws in conflict with the provisions of law contained in this title are hereby expressly repealed, except such local laws as may have been passed subsequent to the enactment of the laws from which the provisions of this title derive.

Note.—The Code of Alabama of 1940 contained for the first time in an official state Code what were considered "laws commonly known as general laws of local application." (See Publishers' Foreword, 1940 Code, Titles 1-6, page XI.) The supreme court of Alabama stated, however: "Whatever may have been the original status of many of the laws now Title 62 of the Code, whether local laws or general laws with local application, we are of the opinion the adoption of the Code by the legislature, designating all of the original acts as local laws, constitutes these laws as found in Title 62 local laws and subject to the requirements of the Constitution as to subsequent amendment." Opinion of the Justices, 244 Ala. 384, 13 So. (2d) 762. In the same opinion, the court answered affirmatively the question whether passage of a bill to amend a section of Title 62 of the Code applicable to but one or more designated counties or municipalities violates the requirements of § 106 of the Constitution of Alabama, where the bill is introduced and passed without notice and proof as required.

Therefore, the passage of amendments to the sections of this Title 62 originally appearing in the Code of 1940 must have satisfied the requirements of § 106 of the state Constitution by having notice of intention of passage published or posted.

The court did not, in this opinion, answer the question whether a bill to amend a section of the Code applicable to but one judicial circuit is a local or a general law.

This title is a part of the Code which was adopted by a single act of the legislature. The Code as a whole provides a system of law applicable to the entire state; and the several chapters, titles and sections are in pari materia, each having a field of operation, and must be so construed. Jenkins v. State, 245 Ala. 159, 16 So. (2d) 314.

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§ 629. Commission may provide library board, park and recreation commission.—The governing body of the city shall have authority to provide a library board and a park and recreation commission, and to confer upon said board and said commission such powers relative to libraries and parks, playgrounds and recreation respectively as such governing body may deem advisable. (1923, p. 109.)

Cross reference.—For discussion of opinion declaring this section to be a local law, see editor's note to § 1 of this title.

Appendix F

SPECIAL LIBRARIES IN ALABAMA

SPECIAL LIBRARIES IN ALABAMA[1]

Anniston

Anniston Memorial Hospital Library

Auburn

U.S. Department of Agriculture-Agricultural Research Service - National Tillage Machinery Laboratory Library

Alabama Department of Toxicology and Criminal Investigation Library

Birmingham

Alabama Power Company Library
American Cast Iron Pipe Company Technical Library
Balch, Bingham, Hawthorne, Williams & Ward Library
Baptist Medical Center - Clyde L. Sibley Medical Library
Baptist Medical Center - School of Nursing - Library
Birmingham Botanical Gardens - Horace Hammond Memorial Library
Birmingham Museum of Art Library
Birmingham News Reference Library
Bradley, Arant, Rose & White Law Library
Carraway Methodist Medical Center Medical Library
Hayes International Corp. Engineering Technical Library
Jefferson County Law Library
Post-Herald Library
Rust Engineering Co., Division of Litton Industries, Library
South Central Bell Telephone Company Public Relations Library
South Highlands Hospital Library
St. Vincent's Hospital Library
Southern Natural Gas Company Corporate Library
Southern Research Institute, Thomas W. Martin Memorial Library
Southern Services Inc., Library
U.S. Department of Commerce - Office of Field Operations - Birmingham District Office Library
U.S. Veterans Administration Hospital Library
Vulcan Materials Co. Construction Materials Group Library

Centerville

Bibb County Hospital Library

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[1] Excludes church libraries and university affiliated libraries.

Dauphin Island

Alabama Department of Conservation and Natural Resources - Alabama Marine Resources Laboratory - Library
U.S. Food and Drug Administration - Gulf Coast Technical Services Unit - Library

Decatur

Monsanto Textiles Co. Technical Center Library
North Central Alabama Regional Planning and Development Commission - Library

Dothan

Southeast Alabama General Hospital Library

Fairfield

Lloyd Noland Hospital, David Knox McKamy Medical Library

Fort McClellan

Noble Hospital Library
U.S. Army - Women's Army Corps School - Library

Fort Rucker

Human Resources Research Organization Division 6 Library
U.S. Army Aviation Center Library
U.S. Army Aeromedical Research Laboratory Library (USAARL)
U.S. Agency for Aviation Safety Library (USAAAVS)
U.S. Army Aviation Training Library

Gadsden

Baptist Memorial Hospital Medical Library
Holy Name of Jesus Hospital Library
Times Library

Gunter AFB

Gunter AFB Library

Huntsville

Boeing Co. Technical Library
Huntsville Museum of Art Library
International Business Machines Corporation Federal Systems Division, Space Systems Center Library

Huntsville (continued)

Lockheed Missiles & Space Co., Huntsville Research and Engineering Center Technical Library
National Speleological Society - Library
Teledyne Brown Engineering Company Technical Library
Thiokol Chemical Corporation, Huntsville Division Technical Library
Time Library
URS Corporation - URS Matrix Co. Man Systems Division Library
U.S. NASA, George C. Marshall Space Flight Center, Marshall Library
Wyle Laboratories Research Library

Maxwell AFB

Albert F. Simpson Historical Research Center (AFSHRC)
Civil Air Patrol, Aerospace Education Reference Library, National Headquarters
Maxwell Community Library
U.S. Air Force Air University Library
U.S. Air Force Regional Hospital Professional Medical Library

Mobile

Fine Arts Museum of the South at Mobile Library
International Paper Co. Erling Riis Research Laboratory Library
Medical Society of Mobile County Library
Merchants National Bank of Mobile Employees Library
Historic Mobile Preservation Society - Book Collection and Archives
Mobile County Board of Health Library
Mobile County Public Law Library
Mobile Press Register, Inc., Library
Mobile General Hospital Library
Museums of the City of Mobile Reference Library

Montgomery

Alabama Advertiser-Alabama Journal Library
Alabama Board of Corrections Library
Alabama Commission on Higher Education
Alabama Department of Archives and History Library
Alabama Department of Public Health Reference Library
Alabama Development Office Library
Alabama Education Study Commission Library
Alabama Highway Department General Technical Library
Alabama Historical Commission Library
Alabama Law Enforcement Planning Agency
Alabama Office of Highway Safety Library
Alabama State Department of Pensions and Security Library
Alabama Alcoholic Beverage Control Board Library
Alabama Council on the Arts and Humanities Library

Montgomery (continued)

Alabama Department of Court Management
Alabama Department of Education Library
Alabama Department of Health Library
Alabama Department of Industrial Relations Library
Alabama Department of Insurance Library
Alabama Department of Mental Health Library
Alabama Department of Youth Services Library
Alabama Governor's Office Library
Alabama Legislative Reference Service Library
Alabama Office of Consumer Protection Library
Alabama Office of Prosecution Services Library
Alabama Retirement System of Alabama Library
Alabama Securities Commission Library
Alabama State Auditor Library
Alabama State Law Library
Alabama State Personnel Department Library
Jackson Hospital and Clinic Library
First Alabama Bank of Montgomery Banking and Finance Library
Montgomery County Law Library
Montgomery Museum of Fine Arts Library
U.S. Environmental Protection Agency - Eastern Environmental Radiation Lab-Library
U.S. Veterans Administration Hospital Montgomery Library

Mount Vernon

Searcy Hospital Library

Muscle Shoals

Muscle Shoals Council of Local Governments Library
Tennessee Valley Authority National Fertilizer Development Center Technical Library

Redstone Arsenal

Redstone Scientific Information Center Library
Missile Intelligence Agency Library
Missile and Munitions Center and School Library - Learning Center

Selma

Dallas County Circuit Court Library
Sturdivant Museum Association, Inc., Library

Shawmut

West Point-Pepperell, Inc., Research Center Library

Sheffield

Reynolds Metals Company Reduction Research Library

Talladega

Alabama Library for the Blind and Physically Handicapped
Talladega County Law Library

Thomasville

Alabama Department of Mental Health, Thomasville Adult Adjustment Center Library

Tuscaloosa

Druid City Hospital Medical Library
U.S. Veterans Administration Hospital Library
U.S. Veterans Administration Hospital Medical Library

University

Alabama Geological Survey of Alabama Library
U.S. Bureau of Mines - Tuscaloosa Metallurgy Research Laboratory Library

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